

MESSAGE

OF THE

PRESIDENT OF THE UNITED STATES,

IN ANSWER

To a resolution of the Senate, calling for information on the subject of contracts made in Europe for inland passage tickets for intending emigrants to the United States.

JANUARY 28, 1858.—Read and ordered to lie on the table. Motion to print referred to the Committee on Printing.

FEBRUARY 15, 1858.—Report in favor of printing submitted, considered, and agreed to.

To the Senate of the United States:

In answer to the resolution of the Senate of the 7th instant, requesting information on the subject of contracts made in Europe for inland passage tickets for intending emigrants to the United States, I transmit a report from the Secretary of State, and the documents by which it was accompanied.

JAMES BUCHANAN.

WASHINGTON, *January 27, 1858.*

DEPARTMENT OF STATE,
Washington, January 27, 1858.

The Secretary of State, to whom was referred the Senate's resolution of the 7th instant, requesting the President "to furnish, if not incompatible with the public interest, copies of the correspondence with and despatches from our ministers at the courts of England, France, Switzerland, and other powers, on the subject of the dangers to emigrants arising from the practice of contracting with irresponsible parties in Europe for American inland passage tickets," has the honor to lay before the President the papers specified in the accompanying list, which are believed to be all those on record or on our file in this department relating to the subject of the resolution.

Respectfully submitted.

LEWIS CASS.

The PRESIDENT.

List of papers accompanying the report of the Secretary of State to the President of the 27th January, 1857.

- Circular of the department, No. 17, with accompaniments.
Mr. Campbell to Mr. Marcy, 17th February, 1857.
Mr. Dallas to Mr. Marcy, 17th February, 1857, extract.
Mr. Fay to Mr. Marcy, 17th February, 1857, extract.
Mr. Vesey to Mr. Marcy, 28th February, 1857.
Mr. Fay to Mr. Marcy, 3d March, 1857, extract.
Mr. Fay to Mr. Marcy, (with an accompaniment,) 4th March, 1857, extract.
Mr. Fay to Mr. Marcy, (with accompaniments,) 10th March, 1857.
Mr. Dallas to Mr. Cass, (with accompaniments,) 26th March, 1857, extracts.
Mr. Miller to Mr. Marcy, (with an accompaniment,) 26th March, 1857.
Mr. Herbemont to Mr. Cass, 27th March, 1857, extract.
Mr. Brustlein to Mr. Cass, 7th April, 1857.
Mr. Ricker to Mr. Cass, (with accompaniments,) 25th May, 1857.
Mr. Fay to Mr. Cass, (with accompaniments,) 11th June, 1857, extract.
Mr. Fay to Mr. Cass, (with an accompaniment,) 18th June, 1857.
Mr. Fay to Mr. Cass, (with an accompaniment,) 23d June, 1857.
Mr. Ricker to Mr. Cass, (with an accompaniment,) 3d July, 1857.
Mr. Fay to Mr. Cass, (with an accompaniment,) 7th July, 1857, extract.
Mr. Fay to Mr. Cass, (with an accompaniment,) 17th July, 1857, extract.
Mr. Ricker to Mr. Cass, (with an accompaniment,) 19th July, 1857.
Mr. Fay to Mr. Cass, (with accompaniments,) 22d July, 1857, extract.
Mr. Fay to Mr. Cass, (with accompaniments,) 3d September, 1857, extract.
Mr. Mason to Mr. Cass, (with accompaniments,) 15th August, 1857.
Mr. Cass to Mr. Fay, (with an accompaniment,) 19th September, 1857.
Mr. Cass to Mr. Mason, 29th September, 1857.
Mr. Fay to Mr. Cass, 10th October, 1857, extract.
Mr. Fay to Mr. Cass, (with an accompaniment,) 23d November, 1857, extract.
Mr. Fay to Mr. Cass, (with accompaniments,) 15th December, 1857, extracts.

CIRCULAR—No. 17.

DEPARTMENT OF STATE,
Washington, January 31, 1857.

SIR: The attention of this department having been recently called to the abuses to which emigrants are subjected in the countries from which they proceed, and on their arrival at certain seaports in the United States, it has been deemed advisable to bring the subject to your notice. I accordingly herewith transmit, in a printed form, a copy of a communication addressed to this department on the 23d instant, by the president of the board of commissioners of emigration at New York, in which a mode of correcting the existing evils is suggested.

You are instructed to bring this subject, which is fully set forth in the annexed letter of Mr. Verplanck and its accompaniment, to the notice of the government to which you are accredited, or of the authorities of the place where you reside, and to ask for the adoption of such measures on their part as may be considered necessary for the protection of those intending to emigrate to this country. A step in this direction would no doubt be of service in correcting the evils complained of, and a regard for the interests of humanity demands that it should be taken.

I am, sir, your obedient servant,

W. L. MARCY.

Mr. Verplanck to Mr. Marcy.

OFFICE OF THE COMMISSIONERS OF EMIGRATION,
New York, January 23, 1857.

SIR: At the last meeting of the commissioners of emigration of the State of New York, I was instructed to communicate to you their request that another effort should be made to induce the governments of those countries of Europe whence emigration to this port chiefly flows, to prohibit altogether the booking passengers for inland passages or transportation in the United States, or selling abroad passage tickets, or contracts for passage tickets, to be used on this side of the Atlantic.

On this subject permit me to refer you to a letter from a committee of this board to yourself, of October 12, 1855, to your reply thereto, and to the printed circulars issued in consequence thereof, and circulated abroad through the facilities furnished by the Department of State.

The apprehensions expressed in the letter of the committee, that the seat of depredation on the emigrant would be changed from this port to the ports of embarkation, have been more than realized. The chief operators in this system of fraud have not only opened offices in the several seaports where emigrants to this country usually embark,

but have also established agencies in towns in the interior of those countries and in the very villages whence families are likely to emigrate. The effect of these agencies has been to renew and even increase the evils which had been checked by the establishment of an exclusive landing place for emigrants at Castle Garden. The more remote the place where the emigrant is induced to purchase a ticket for inland transportation in this country, the greater is the opportunity for imposition and fraud, and this is seldom suffered to pass unused.

The efforts made by our government heretofore for protecting emigrants from such frauds abroad have hitherto had little effect on the European governments, with the exception only of Hamburg and Bremen. Not only is the privilege of "booking" passengers for distant inland points in the United States continued, but in some places it has been aided (it is hoped not intentionally) by means of government licences, giving an official character to the business well calculated to mislead the ignorant. These are grossly overcharged for real tickets, or as often imposed on by fraudulent ones, after which they are consigned to continued depredations by other confederates in this city and elsewhere in the United States. These are facts of daily occurrence which our official position brings constantly to our notice, but seldom enables us to arrest or remedy. There is a marked contrast in passengers coming by the way of Hamburg and Bremen and those by other European ports. It rarely occurs that passengers from either Hamburg or Bremen are unable, on their arrival here, to pay their way to their destination in the interior, or to secure all proper comforts and conveniences on the way. Very many of those from other ports are first defrauded of their means by being induced to purchase tickets for railroad and water travel in this country at a high price, which, when presented here, are found to be either quite worthless, or carry the holders only to some point in the interior far short of their destination, where they are left destitute. Other tickets are genuine, but are found to have been paid for at prices very far above the actual cost at the offices here.

It appears to us that the claims of humanity and justice, and the comity of nations, require and authorize our government to invoke the aid of other governments in protecting their own subjects during their pilgrimage from an overcrowded home to a region where vacant acres invite and reward the hand of industry. To show the manner in which the business of the emigrant landing place at Castle Garden, New York, (under the exclusive control of this commission, and established in pursuance of a special enactment of our legislature,) has been conducted, I enclose copies of a presentment by a recent grand jury of this county. It will probably speak for us better than we can speak for ourselves on one of the most important points of our administration of the trust confided to us by the State of New York.

I am, with much respect, your obedient servant,

G. C. VERPLANCK,
President of the Board, &c., &c.

Hon. WILLIAM L. MARCY,
Secretary of State U. S., Washington, D. C.

Mr. Verplanck to Mr. Marcy.

OCTOBER 12, 1855.

SIR: The commissioners of emigration, in view of the numerous frauds committed upon emigrants arriving at this port, and in order to afford some protection against such imposition, some months ago leased Castle Garden, and have established there a depot, at which all emigrants coming to this country are landed. The results of this arrangement, so far, have been of the most satisfactory character. Not only have the emigrants been secured against robbery, but facilities of various kinds, tending to increase their comforts whilst here or on their journey inland, and also highly advantageous to their health, have been extended to them by the opportunities which this new institution affords.

The commissioners, however, after such favorable results, here learn, with regret and concern, that a number of persons who have for years lived by various impositions on the newly arrived emigrants, in detaining them in this city at large expenses, defrauding them in the purchase of tickets for inland transportation, and by other impositions, to which has been repeatedly called the attention of our legislature, finding their facilities of imposition thus taken away, have gone abroad, and are about to establish agencies in various European cities for the sale of tickets for inland carriage in this country. This attempt, if not speedily met and overcome, must bring back the same unfortunate state of things which the commissioners have long endeavored to change, and now flatter themselves they have to a great degree remedied.

Under these circumstances, the commissioners of emigration, being aware of the interest which the general government takes in the subject of emigration, and remembering the effective aid rendered them by yourself when Secretary of War, (you having put Bedloe's island at their disposal,) take the liberty of advising you of the foregoing facts, and of asking your interposition and that of the government to prevent, so far as it can be done with propriety, the establishment abroad of offices for the sale of tickets, or for making contracts for the transportation of emigrants or their luggage through this country.

Any circulars or information which might be desired would be prepared by the commissioners, and forwarded to your department at an early day. Hoping that the subject of this communication may enlist your sympathy, and that some action can with propriety be taken in the matter, I remain, very respectfully, your obedient servant,

G. C. VERPLANCK,
For the Committee.

Hon. WM. L. MARCY,
Secretary of State, Washington, D. C.

COURT OF GENERAL SESSIONS.

*Before the Recorder.*GRAND JURY ROOM, *September 9, 1856.*

The grand inquest of the county of New York, in the discharge of their duty, have been called upon to investigate certain complaints which have been preferred against certain employés of the railroad companies doing business with the emigrants landing at Castle Garden. In the discharge of this duty they have felt called upon to visit the landing depot itself, with a view to give a personal inspection to the mode of doing business within its enclosure. The landing and despatching of a cargo of upwards of 400 passengers, taking place at the time of their visit, afforded a favorable opportunity to watch the whole proceeding. The passengers were brought from the ship on a barge, towed by a steamboat, persons and property sheltered from the rain by the upper deck of the barge. They landed in an orderly manner, having evidently been instructed by the officers from Castle Garden as to the nature of the landing depot and its arrangements. They passed over the deck, answered the inquiries of the examining physician, whose duty is to note cases whose age or condition require special bonds from the ship for their support in case of need, and to detect cases of sickness which may have escaped the notice of the health officer at quarantine. On entering the large rotundo of Castle Garden they were registered by a clerk of the commissioners of emigration, who took down the names of the heads of families and single persons, whence they came, the States of their destination, their cash means, and the relatives (if any) they were going to join. The annual statistics of the current of emigration are made up from these notes. The passengers then passed on to the next desk, where clerks of the transportation companies ascertain the places of destination they wished to go, laid maps of the various routes of travel before them, explained the difference in time and price of travel by the various routes, and, after a selection was made by the passengers, provided them with an order on the cashier, setting forth the number of tickets required, the route selected, and the price of passage, and of over freight per one hundred pounds by such route. The cashier, on receiving this order, issued the class of tickets it called for, and received the price therefor. The passengers were then shown by a different way from that which they had entered the rotundo back to the dock, and there produced to the weighmaster the checks they held for baggage, which they had received on board of the vessel which brought them into port, previous to passing their trunks into the hands of the officers from Castle Garden. The property having the corresponding checks was then taken from the barge and weighed, each piece being labelled with a conspicuous label, having a certain number and the place of destination printed thereon, the passenger receiving a baggage ticket with the corresponding number, and on which were inserted the number of pieces of baggage delivered, the route it had to be transported, the gross weight, and the amount of freight to be collected thereon,

after deducting the amount to which each passenger is entitled. This freight was then paid to the collector, having his office at the scales, who copied the whole ticket into a book kept for reference, and then receipted for the money at the foot of the baggage ticket. The baggage was then taken on board of a steamboat employed to transport the passengers and their property, free of charge, from Castle Garden to the starting places of the various railroads and steamboat lines, and the passengers, having now fully prepared themselves at the usual hour of the day, had ample time to enjoy themselves in the depot, by taking their meals, cleansing themselves in the spacious bath-rooms, or promenading on the galleries or on the dock. The utmost order prevailed throughout; every requisite information was given passengers by officials conversing in different languages; letters from friends were transmitted to landing passengers, bringing them money or directions how to proceed, &c.

The grand inquest having thus personally witnessed the whole mode of doing business at the landing depot of Castle Garden, and having become satisfied that every care was taken of the emigrants that philanthropy could suggest, and devotion to a good cause, realized by perseverance and daily care, made further inquiries about the arrangements made for special cases which might not then have arisen or been witnessed by them. They learn that it is of frequent occurrence that passengers land expecting to find the means to pursue their route into the interior of the country without delay, but are disappointed. In such cases advances are made on the luggage of passengers, who being thus enabled to escape the necessity of waiting in expensive boarding houses for communications from their friends, leave immediately for their destination, and after a short while send the amount advanced to them, without interest or charge for storage, and have their trunks sent after them. The amount of money saved to emigrant families by this beneficial arrangement, in keeping them out of boarding houses is immense; for it embraces only the reasonable board for a few days. Before the establishment of Castle Garden emigrants in such difficulties would go to a boarding house and write to their friends for "money," not specifying amounts; the friends would send what they thought would pay for the passage, which then was swallowed up by the boarding house bill, leaving the emigrant still without the means to travel. The boarding house keeper would probably extend a new credit on the security of the luggage, (but not a cash advance thereon,) and when thus all the means of the emigrant had been exhausted, he would be turned into the street, a pauper and a fit subject for the charities of the public institutions. This is proved by the statistics of Ward's Island Emigrant Refuge, which, at the time of the establishment of Castle Garden, had 3,000 inmates, whose number has, in one year, been reduced to about 1,000, the protection afforded by Castle Garden having cut off the supply of paupers.

Another admirable feature to which the attention of the grand inquest was called is the special arrangement of a large, airy, and well ventilated room for the accommodation of lying-in women, or such as have been confined so recently before the arrival of the ship as to require rest before travelling. They have all the necessary care of

medical attendance and nursing, at the expense of the commissioners of emigration, and are not under any necessity of going to boarding houses and expending money which will take them to their destination as soon as their strength is sufficiently established to bear the fatigues of a journey.

On inquiring into the causes of certain published attacks on the emigrant landing depot, the grand inquest have become satisfied that they emanate, in the first instance, from the very interested parties against whose depredations Castle Garden affords protection to the emigrant, and who are chiefly runners, in the employ of booking agents, boarding house keepers, and others, who have lost custom by the establishment of a central depot, where the railroad companies have their own business done by their own clerks, and without the extensive intervention of passage brokers, &c.

This class has thrown great difficulties in the way of the proper development of affairs in Castle Garden, by constituting a noisy crowd around the gates, whose behavior is utterly lawless, and endangers the personal safety not only of the passengers who have to leave Castle Garden to transact business in the city, but also of the employés of the landing depot, and of individual commissioners of emigration, who are continually insulted in the public grounds surrounding the depot; and have been obliged to carry loaded fire-arms in self-defence against the violence which has frequently been offered to them.

This same class will swarm in boats around the ships in the bay, and bias the minds of passengers against the landing depot; and when driven off by the police officers stationed by the commissioners of emigration on such ships, will abuse these officers in the most violent manner, and will lodge complaints against such officers in the mayor's office, and such complaints will be listened to as though they emanated from respectable citizens.

The grand inquest witnessed a crowd of this class hovering around the gates of Castle Garden, and they learned with regret that, in spite of repeated representations to the municipal authorities, the police utterly ignore the disturbances caused by this mob, who will pounce upon every person leaving the enclosures of Castle Garden, and, if they do not rob them of their money, valuables, tickets, baggage checks, or the like, or commit gross assault and battery upon such as will not enter into conversation with them, will induce them, by force or argument, to go with them to places where they will be required to spend part or all of their money before they can find a chance to escape.

With a proper attention to their obvious duty on the part of the police, there can be no doubt that this motley, noisy, and dangerous crowd could be entirely broken up, and prevented from reassembling.

The grand inquest have learned with regret that this obvious duty of the police is absolutely neglected, to the great detriment of the emigrants, and to the great annoyance of the commissioners of emigration, who superintend the business of the emigrant landing depot.

The grand inquest having become satisfied that the latter, in all its operations, is a blessing, not only to the emigrants, but to the community at large, would feel remiss in the performance of a sacred duty

if they failed to recommend this important philanthropic establishment to the fostering care of the municipal authorities; and they have dismissed the complaints preferred against certain employés of the Castle Garden, satisfied that they are not sustained by law, and have their origin in a design to disturb, rather than to further, the good work for which the establishment has been called into life by an act of the legislature of April, 1855.

HOWELL HOPPOCK,
Foreman of Grand Jury.

A true copy of the original, filed September 9 in open court.
H. VANDERVOORT, *Clerk.*

Mr. Campbell to Mr. Marcy.

[No. 21.]

UNITED STATES CONSULATE,
London, February 17, 1857.

SIR: I have the honor to acknowledge the receipt of your circular, No. 17, accompanied by a letter from Mr. Verplanck to the Hon. William L. Marcy, and a report of the grand jury of New York, recommending the prohibition of the practice of booking passengers for inland passages or transportation in the United States, &c.

The circular instructs that this subject shall be brought to the notice of the government to which the party receiving it is accredited. It is presumed that these instructions, so far as consuls are concerned, are only intended for the guidance of such consuls as reside in countries or places where there is no accredited American minister, as those consuls, acting in places where the United States government has a diplomatic representative, are, under previous instructions, prohibited from corresponding with the government to which they are accredited. I have conversed with Mr. Dallas upon the subject of the circular, and have reason to believe that he has commenced a correspondence with Lord Clarendon relating to it.

The proposed system of yourself, Mr. Verplanck, and the grand jury of New York, is so much at variance with the practice of issuing through tickets, so universally prevailing in England and on the continent, that I fear it will be difficult to induce the governments of Europe to abolish this practice for the interests of humanity in benefiting the emigrant.

I have the honor to be, with great respect, your obedient servant,
ROBERT B. CAMPBELL.

Hon. WILLIAM L. MARCY,
Secretary of State, Washington, D. C.

Mr. Dallas to Mr. Marcy.

[Extract.]

[No. 43.]

LEGATION OF THE UNITED STATES,
London, February 17, 1857.

SIR: All your despatches to No. 49, inclusive, have safely reached me—the four last on the 11th, 14th and 15th instant. Your circular, No. 17, accompanied by three copies of a communication from the president of the board of commissioners of emigration at New York, has also been received.

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I have the honor to be, sir, your most obedient servant,
G. M. DALLAS.

Hon. WILLIAM L. MARCY,
Secretary of State.

Mr. Fay to Mr. Marcy.

[Extract.]

[No. 222.]

UNITED STATES LEGATION,
Berne, February 17, 1857.

SIR: I hasten to acknowledge your circular, No. 17, upon emigration. This very important subject I had the honor to bring before you in a previous despatch, (No. 108.) I shall immediately lay your circular, with Mr. Verplanck's two letters and a copy of the presentment by the grand jury, before the federal council, and press the proposition for the total prohibition of the booking of passengers for inland passages or transportation in the United States, &c., with all the influence I may possess.

* * * * *

I have the honor to be, sir, with the highest consideration, your obedient servant,

THEO. S. FAY.

Hon. W. L. MARCY,
Secretary of State of the United States of America.

Mr. Vesey to Mr. Marcy.

[No. 8.]

AMERICAN CONSULATE,
Havre, February 28, 1857.

SIR: I have the honor to acknowledge the reception of the despatch of the department dated January 31, ultimo, and to state that I have addressed a note to the mayor of this city upon the subject of its contents. No answer from that functionary has yet been received; but it is my duty to inform the department that no power rests in any of the local authorities of this place to arrest the evils complained of.

In a verbal communication from Mr. Larue, mayor of Havre, he informed me that he had already represented to the Minister of the Interior the abuses the emigrants are subjected to on their embarking at Havre for the United States, and that he had received no satisfactory reply to his communication.

I have the honor to be, with the highest respect, sir, your most obedient servant,

W. H. VESEY.

Hon. WILLIAM L. MARCY,
Secretary of State.

Mr. Fay to Mr. Marcy.

[Extract]

[No. 227.]

UNITED STATES LEGATION,
Berne, March 3, 1857.

SIR: Your circular, No. 17, was communicated with the least possible delay to the federal council, which yesterday decided that it would issue a pressing circular to each cantonal government, inviting it to take every proper measure not only to put an end to the particular abuse here complained of, but to remove from emigration, as far as Switzerland is concerned, all other abuses. I shall forward my note as soon as the official answer shall be received.

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I have the honor to be, sir, with the highest consideration, your obedient servant,

THEO. S. FAY.

Hon. W. L. MARCY,
Secretary of State of the United States of America.

Mr. Fay to Mr. Marcy.

[Extract.]

[No. 227.]

UNITED STATES LEGATION,
Berne, March 4, 1857.

* * * * *

The following paragraph, with regard to your circular, No. 17, on emigration, appeared yesterday in the demi-official gazette, "Der Bund:—"

[Translation.]

The legation of the United States of North America has drawn the attention of the federal council to certain abuses to which emigrants are usually the victims. On its part, the government of the United States has also fixed an eye upon said abuses, and among other means of remedying them is suggested the prohibition in this quarter of the

sale of tickets, or the conclusion of contracts for inland American travel by the agents. The cities of Bremen and Hamburg have already issued such prohibitions, and the same course is now recommended to the Swiss governments in a circular by the federal council.

Mr. Fay to Mr. Marcy.

[No. 228.]

UNITED STATES LEGATION,
Berne, March 10, 1857.

SIR: Referring to my Nos. 226 and 227, I have the honor herewith to enclose a copy of my note to the federal council upon the subject of your circular, No. 17, on emigration, and their reply.

I have the honor to be, sir, with high consideration, your obedient servant,

THEO. S. FAY.

Hon. WILLIAM L. MARCY,
Secretary of State of the United States of America.

Mr. Fay to the Federal Council.

UNITED STATES LEGATION,
Berne, February 19, 1857.

The undersigned, minister resident of the United States of America to the Swiss Confederation, has the honor to call the attention of their excellencies the president and Messrs. the other members of the high federal council, to an abuse existing in Switzerland and other European countries, the sources of American emigration.

While this movement represents one of the most important interests of modern time, and marks a crisis in human history, the vast exodus from the over populated districts of the old continent which is silently changing the face of the world, involving the most weighty questions connected with pauperism, capital, labor, and human happiness, has received from governments only partial attention, and has never become the subject of any legislative or treaty stipulations tending to establish *one general system* for the promotion, as far as possible, of the mutual interest of the emigrant himself, the country from which he issues, and that to which he proceeds.

But the subject has received the most minute and matured attention from one class of persons, viz: *swindlers*, who have perfected an organization of fraud, by which the emigrant is ingeniously cheated and robbed from the moment of his departure from his native village in the centre of Europe till the day he is set down, hundreds of miles from the sea, in America, very likely far from the place of his intended destination, ignorant of the country and the language, without a friend or guide, and often without a cent, and reduced to beg or steal, or die of hunger. This immense conspiracy against a helpless class is carried on by

agents and offices established all over the world for the express purpose of misinforming, imposing upon, and swindling them. The interests of the emigrant have been recently much protected by the benevolent exertion of American authorities and humane individuals. The poor strangers, on arriving at New York, were surrounded by harpies, who detained them in boarding houses of bad reputation and exorbitant prices, led them into intemperance and crime, robbed them, and finally defrauded them by selling them tickets for inland transportation at false prices.

The legislature of the State of New York, and also the federal government of the United States, have marked these proceedings with displeasure, and benevolent individuals have done honor to human nature by devoting themselves to the investigation and removal of these monstrous abuses as they exist in America.

The undersigned calls the particular attention of their excellencies to the accompanying documents, and particularly to that one numbered four, by which it will be seen that, as far as the federal government and the city of New York are concerned, a plan to rescue the emigrant from the hands of his enemies has been carried out with a success worthy of a civilized Christian country. But the influence of the American governments and philanthropists has not been extended beyond their own frontier. The undersigned has now received from his government instructions to solicit the co-operation of the high federal council in terminating a system of fraud believed to be carried on in Switzerland, as well as elsewhere, of which the nature and origin are as follows:

The swindlers, who have found their artifices cut short by the efficient proceedings of the American authorities, have transferred the seat of their operations to Europe, not only to the seaports, but in interior towns and villages; and these agencies have not only renewed but even increased the evils checked at New York. Tickets for inland American transportation are sold at grossly overcharged prices. Sometimes the tickets are altogether fraudulent; the victim of these depredations receives false information, by which he is led into the hands of confederates in New York, and other parts of the United States, where his ruin is completed. Sometimes genuine tickets are sold at a reasonable price, but the emigrant is not aware until his arrival in America that those tickets are not for the place to which he intended to go.

These deplorable evils mostly proceed from a single cause, which may be promptly and easily removed by European governments withdrawing the privilege of booking passengers for distant inland points in the United States—that is, *every European emigrant agent should be forbidden to sell in Europe any ticket, or to make any contract, for inland American carriage or transportation.*

The undersigned has, therefore, the honor, in the name of his government, to solicit the earnest attention of the high federal council to this point, and to express the hope that measures will be immediately taken to legally prohibit a practice followed by such deplorable consequences.

The undersigned is far from intending to stigmatize every emigration agent in Switzerland as a swindler, or to intimate that the same

practices are carried on, consciously, by all alike. *But he believes that the rectification of the abuse can only be fully obtained by the complete abolition of the entire system.* The honest agent is himself sometimes deceived. It is not possible for him personally to investigate all the ramifications of such a colossal conspiracy, whose base extends over half of the surface of the globe, offering temptations and facilities for the most cruel deceptions. Not only are honest agents, but even governments themselves, misled; for dishonest as well as honest agents procure licences from governments, thus carrying on their stratagems, in some degree, under an official character. It is particularly this fact which must, doubtless, in the opinion of the high federal council, give to the subject a double gravity. Two European governments have already forbidden this criminal practice, viz: *Hamburg and Bremen*; and on this account the undersigned considers that those ports are to be preferred by the emigrant before all others, until the rest shall be brought by the wise and Christian legislation of their governments into the same systems.

The undersigned avails himself of this occasion to renew to their excellencies the president and other members of the high federal council the assurances of his most distinguished consideration.

THEO. S. FAY.

Their Excellencies the PRESIDENT

and other Members of the High Federal Council at Berne.

[Translation.]

The Federal Council to Mr. Fay.

BERNE, March 2, 1857.

In his obliging note of the 19th of last month his high, well-born excellency Mr. Fay, the minister resident of the United States of North America, took occasion to invite the attention of the Swiss federal council to the abuse which is practiced in Switzerland, as well as in other European countries, in connexion with the business of emigration, particularly emigration to America, to the great disadvantage of those upon whom it falls. This abuse consists in the fact that passage tickets that purport to be for the further journey into the interior are pressed upon the emigrants by emigrant agents in the European ports of embarkation, and even in the country where the journey begins, the said tickets being either too dear, or only partly conducting the holder to his destination.

Against this abuse, which you designate as the chief cause of the redoubled annoyances which so frequently persecute the still inexperienced emigrant, you indicate as the most effectual remedy an official prohibition forbidding any emigrant agent in Europe from selling any ticket, or concluding any contract for American inland travel or transportation; and you, at the same time, remark that already the free cities of Hamburg and Bremen, in doing away with

this abuse, by legally breaking it up, have, in the interest of the emigrant, set a good example to the other European states.

The Swiss federal council has received this obliging communication with great interest; and while it fully appreciates the humane intentions from which it arises, it has the honor, in reply, to bring to the knowledge of the minister resident, Mr. Fay, the fact that it has not delayed in calling the attention of these cantonal governments to the forementioned abuse, and has, moreover, given the matter still greater publicity through its official paper, so that it cannot be doubted that the noble object which lies at the foundation of your obliging note will receive due attention on the part of the Swiss authorities.

While the Swiss federal council expresses to your high, well-born excellency its best thanks for the communication in question, it takes the liberty to return, under this enclosure, the four documents accompanying the forementioned note, and avails itself also of this occasion to renew to you the expression of its distinguished consideration.

In the name of the Swiss federal council.

C. FONEROD,
The Federal President.
SCHIESS,
The Chancellor of the Confederation.

His Excellency TH. S. FAY,
*Minister Resident of the United States
of America in Berne.*

Mr. Dallas to Mr. Cass.

[Extracts.]

[No. 48.]

LEGATION OF THE UNITED STATES,
London, March 26, 1857.

SIR: The despatches from the department to No. 56 have been received at this legation, excepting only No. 55, which is yet probably on its way.

* * * * *

My No. 43, of the 17th February, 1857, acknowledges the receipt of circular No. 17, from the department, respecting the abuses to which emigrants are subjected in the countries from which they proceed, and on their arrival at certain ports in the United States. I had interviews with Lord Clarendon upon this subject, and found him disposed to act with promptness and effect for the relief and protection of emigrants. With a view to give form and force to our purpose, and to have it undergo the careful consideration of the colonial department and the board of commissioners of emigration, I addressed his lordship on the 21st February, and placed in his possession authentic papers fully and distinctly exhibiting the mischiefs for which remedies were desired. His answer, of the 24th instant, announces the adoption of an arrangement which will probably put a stop to the evils complained of, as it will make manifest the supervising attention of

this government, and give due warning to the unwary and confiding. An American gentleman, connected as special agent with the New York board of emigrant commissioners, of which Mr. Verplanck is president, and intimately conversant with the question and its difficulties, Mr. Robert Murray, has expressed to me his belief that the plan will, in practice, be highly useful, if not entirely successful. Copies of the two letters which passed between Lord Clarendon and myself are annexed.

* * * * * * *

I have the honor to be, sir, your most obedient servant,
G. M. DALLAS.

Hon. LEWIS CASS,
Secretary of State.

LEGATION OF THE UNITED STATES,
London, February 21, 1857.

MY LORD: I am instructed from the Department of State, in Washington, to bring to the notice of her Majesty's government certain abuses to which emigrants to the United States are subjected in the countries whence they proceed, as well as on their arrival.

It is impossible to exhibit the nature and effects of these abuses with more distinctness and authenticity than is done in the official letter addressed by Mr. Gulian C. Verplanck, president of the board of commissioners of emigration at New York, to the Secretary of State. I submit, therefore, to your lordship a printed copy of that letter, with its accompaniment, the report of the grand jury of the county of New York, of the September sessions, 1856.

Not doubting that the humane purposes in view will recommend themselves to a generous approval, I am charged to ask from her Majesty's government the adoption of such measures as may be considered necessary and proper to shield those who intend emigrating from Great Britain to the United States from the cruel impositions to which they are now exposed.

Availing myself of the occasion to repeat the assurance of my highest consideration,

I have the honor to be your lordship's most obedient servant,
G. M. DALLAS.

The Right Hon. the EARL OF CLARENDON, &c., &c., &c.

FOREIGN OFFICE,
March 24, 1857.

SIR: I communicated to the colonial office your letter of the 21st ultimo, enclosing a copy of a letter addressed by Mr. Gulian C. Verplanck, president of the board of commissioners of emigration, to the Secretary of State of the United States, calling attention to the impositions and abuses which are practiced on emigrants to the United States from various European countries by persons selling to them, in the country from which they start, false or fraudulent tickets for

inland passages in the United States, and I have now the honor to acquaint you that Mr. Secretary Labouchere has informed me that, having been in communication with the emigration commissioners with the view to the adoption of such measures as may protect emigrants proceeding to the United States from the abuses complained of, he has, on their recommendation, authorized them to issue a notice warning emigrants against the purchase in this country of such inland passage tickets, and recommending them to postpone their arrangements for proceeding to the interior of the United States until they reach the continent of America; and it is to be hoped that such a notice distributed in this country at the ports of embarkation, and in Ireland through the police, will have the effect of counteracting the frauds which appear to have been practiced on emigrants by the sale of these inland passage tickets.

I have the honor to be, with the highest consideration, sir, your most obedient, humble servant,

CLARENDON.

G. M. DALLAS, Esq., &c., &c., &c.

Mr. Miller to Mr. Marcy.

[No. 11.]

UNITED STATES CONSULATE,
Bordeaux, March 26, 1857.

SIR: I have the honor herewith to acknowledge the receipt of your circular (No. 17) calling my attention to the subject of emigration.

I immediately laid the matter before the president of the Chamber of Commerce of this city, and received from him, in reply, a letter stating that the abuses to emigrants spoken of in your circular do not exist at this port. I herewith enclose his letter with translation of same.

I have the honor to be, sir, very respectfully, your obedient servant,
T. EWING MILLER.

Hon. W. L. MARCY,
Secretary of State.

The President of the Chamber of Commerce of Bordeaux to the Consul of the United States at Bordeaux.

[Translation.]

BORDEAUX, *March 24, 1857.*

MR. CONSUL: I have the honor to acknowledge the receipt of the documents you have transmitted to me from your government in regard to European emigration to the United States.

Bordeaux is free from the operations of emigrant agents and the abuses which have awakened the solicitude of your government.

The greater part of the emigrants leaving this port go to Rio de la

Plata; but few embark for the United States, and those few principally go to the port of New Orleans.

I send you back herewith the said documents, and beg you to accept the assurance of my particular esteem.

DUFOUR DUBERGIER.

Mr. Herbemont to Mr. Cass.

[Extract.]

[No. 2.]

GENOA, *March 27, 1857.*

SIR: I had the honor of receiving, on the 3d instant, a circular, No. 17, from the Department of State, accompanied by two copies of Mr. Verplanck's letter on the subject of emigration to the United States. I immediately sent one copy of the same to the chief authorities of this city, but I doubt whether it will do much good, for the people here seem to feel no sympathy for those who emigrate—the great object (with the authorities at least) being to get rid of as many useless characters as possible. The only remedy for abuses of this kind will be for the authorities at home to be very vigilant, and enforce the laws rigidly against captains who bring improper persons to our shores. A Sardinian vessel, the *Australia*, Captain Repetto, left this port about two weeks since, as I am informed, with more emigrants on board than there should have been, and some of them crippled or deformed. * * * * *

I am, very respectfully, your obedient servant,

A. HERBEMONT,
United States Consul.

HON. SECRETARY OF STATE.

Mr. Brustlein to Mr. Cass.

[No. 4.]

UNITED STATES CONSULATE,
Basle, Switzerland, April 7, 1857.

SIR: I have the honor to acknowledge receipt of circular No. 17, dated January 31, of which same a number of copies have successively reached this consulate.

This circular was accompanied by a communication from Mr. Verplanck, president of the board of emigrants at New York, setting forth all the abuses arising from the sale made abroad to emigrants, of American inland passage tickets or contracts, and recommending very urgently to induce the respective governments of Europe to prohibit altogether such a practice.

The honorable Mr. Fay, United States minister at Berne, having already brought the matter to the notice of the Swiss federal council, I had, therefore, no occasion to take any direct steps in reference to the same, but I have otherwise endeavored to exert my influence for the adoption of said recommendation, and shall renew the same efforts whenever an opportunity offers for doing so, if thought necessary.

I beg to observe, however, that of said traffic very little is done at inland places, and that the sale of tickets is carried on almost exclusively at the seaports, where there are regular agents established for that purpose; it was therefore suggested by me that the Swiss authorities, besides advising people at home, should issue instructions to their consuls warning all Swiss emigrants not to purchase tickets at these seaports, which same measure, if conformed to generally, I think, would prove most effective to suppress this business entirely, whether it be carried on legitimately or not.

I remain, sir, your obedient servant,

E. BRUSTLEIN,
United States Vice Consul.

Hon. LEWIS CASS,
Secretary of State, Washington, D. C.

Mr. Ricker to Mr. Cass.

[No. 60.] CONSULATE GENERAL OF THE U. S. OF AMERICA,
Frankfort-on-the-Main, May 25, 1857.

SIR: In one of my despatches, some few weeks ago, I had the honor to acknowledge the receipt, through your department, of the circular documents of the honorable G. C. Verplanck, president of the board of commissioners of emigrants, together with your despatch, requesting me to transmit copies to the governments within my consular district, which I did not fail to do.

The minister of foreign affairs of the grand duchy of Hesse-Darmstadt acknowledged the receipt of the said documents, in a letter dated the 4th instant; the minister of foreign affairs of the electorate of Hesse-Cassel, and the minister of foreign affairs of the duchy of Nassau, in letters dated the 12th instant; translations of all of which I have the honor to transmit herewith. You will perceive that the governments named had already prohibited within their respective territories the sale of tickets for inland passages in America.

When I have received replies from Baden, Hesse-Homburg, &c., I shall not fail to furnish translations, and to enter more fully upon this subject; in fact, it is my intention to commence, early next month, a series of despatches on German emigration to the United States.

I have the honor to be, with great respect, sir, your obedient servant,

SAMUEL RICKER.

Hon. LEWIS CASS,
Secretary of State, Washington.

[Translation.]

MINISTRY OF FOREIGN AFFAIRS,
Darmstadt, May 4, 1857.

HONORED SIR: I beg to acknowledge the receipt of the favor your honor was kind enough to forward under date of the 21st instant, and, I must say, was pleased to see therefrom the needful regulations on the part of the United States government for the protection of the German emigrants.

Returning to your honor my very best thanks for the kind information, I beg leave to inform you that it is since a considerable time, already, the sale of tickets for inland journeys in the United States, being prohibited by the grand ducal government.

Accept, I beg, the assurance of my highest consideration, with which I have the honor to be,

J. V. DALWIGHT.

His Honor SAMUEL RICKER,
*U. S. Consul for the Grand Duchy of Darmstadt,
Frankfort-on-the-Main.*

[Translation.]

MINISTRY OF FOREIGN AFFAIRS,
Hesse-Cassel, May 12, 1857.

SIR: I beg to acknowledge the receipt of the favor your honor was pleased to forward under date of the 21st last month, enclosing documents concerning the protection of the German emigrants.

In returning to your honor my very best thanks for this communication, I beg leave to forward a copy of the law of the 26th October, 1854, referring to the above, from which your honor will please to see that the necessary steps to prevent the sale of tickets have already been taken some time past on the part of the government of the elector.

I have the honor to be, your honor, &c.,

V. MEYER.

His Honor SAMUEL RICKER,
U. S. Consul for the Electorate of Hesse-Cassel.

[Translation.]

MINISTRY OF FOREIGN AFFAIRS,
Wiesbaden, May 12, 1857.

The favor your honor was pleased to forward on the first of this month, enclosing documents referring to emigration into the interior of the United States of America, I had the honor to receive, and saw therefrom, with great satisfaction, the constant endeavors on the part of the United States government for the protection of the German emigrants.

Returning to your honor my very best thanks for this kind information, I cannot forbear to acquaint you that the government of his highness the Duke of Nassau has already passed a law, in the year 1854, prohibiting the sale of tickets for inland journeys to emigrants when landing in America. At the same time I beg to inform your honor that the ducal government will not fail to enforce still more the above said law, of which I beg leave to forward, enclosed, a copy.

With the highest consideration, I have the honor to be,
WITTGENSTEIN.

His honor SAMUEL RICKER,
U. S. Consul for the Duchy of Nassau, Frankfort-on-the-Main.

Mr. Fay to Mr. Cass.

[Extract.]

[No. 243.]

UNITED STATES LEGATION,
Berne, June 11, 1857.

SIR: Referring to my numbers 226, 228, and 241, I have the honor to report my proceedings with regard to the frauds and injuries practiced upon emigrants in Europe, and more or less in Switzerland, by the sale of inland passage tickets, premising that, even without the arrival of Mr. Murray, I should have taken a new step in the matter.

On the 8th June I addressed a note to the federal council, of which a copy is annexed. On the 9th, the demi-official "Bund" newspaper contained the subjoined advertisement, declaring that the licensed emigration office of Steinmann Drevet, in Basle and St. Gall, *will continue* to forward emigrants by New York, &c., to the *interior of the United States of America*, notwithstanding that the substance of my note of February 19, a copy of which accompanied my No. 228, had been published by the federal government in the "*Feuille Federale*," their official sheet, and been copied, I believe, into all the Swiss newspapers, and notwithstanding the circular upon the subject issued, in consequence of my note, by the federal council to the cantonal governments.

I accordingly thought a more energetic step necessary, and therefore caused to be inserted in the "Bund" newspaper the accompanying "warning" to emigrants. A translation is also appended. I then addressed the annexed second note to the federal council, and await their answer. * * * * *

I have the honor to be, sir, with the highest consideration, your obedient servant,

THEO. S. FAY.

Mr. Fay to the Federal Council.

UNITED STATES LEGATION,
Berne, June 8, 1857.

The undersigned, minister resident of the United States of America in Switzerland, referring to his note of February 19, and the esteemed

reply of the 2d March, has the honor to announce to their excellencies the president and the other members of the high federal council that the subject of emigration abuses complained of in his said note has been deemed so important by the government of the United States as to have caused the sending of a special messenger to various European countries, and to Switzerland among the number. It has been established that the emigrants landing at the port of New York alone have, within the period of one year, been cheated out of twelve million of francs. The undersigned has been informed, he hopes erroneously, that as yet no effective results have followed the circular of the high federal council to the cantonal authorities, and respectfully solicits from their excellencies information as to what point the sale of inland passage tickets has been now actually stopped. The emigration for the summer is commencing, and humanity, as well as the interests of the city of New York, require prompt and energetic measures to put an end to this extensive and infamous conspiracy.

The undersigned therefore trusts that the high federal council will continue to lend its able co-operation, and enable him to acquaint his government that the sale of inland passage tickets has been legally prohibited by every canton, and that persons detected in selling them may be brought to punishment.

Two printed documents will be found enclosed: 1st. A declaration on the subject, in German, dated New York, 2d February, 1857, signed by the general consuls of Prussia, Belgium, Great Britain, Wurtemberg, Holland, and France.

2d. A "warning" to emigrants, issued by the commissioners of emigration of the government of Great Britain, London, March, 1857.

In Berlin, where the special messenger, Mr. Murray, remained some days, the diplomatic corps held a meeting at the office of the American legation, and addressed appeals to their respective governments for the further prevention of these gigantic frauds.

The undersigned avails himself of the occasion to renew to their excellencies the president and the other members of the high federal council the assurances of his most distinguished consideration.

THEO. S. FAY.

Their Excellencies the PRESIDENT

And the other members of the High Federal Council at Berne.

Mr. Fay to the Federal Council.

UNITED STATES LEGATION,
Berne, June 10, 1857.

The undersigned, minister resident of the United States of America in Switzerland, referring to his note of the 8th instant, on the subject of the sale in Switzerland of inland passage tickets to American emigrants, has the honor to enclose to their excellencies the president and the other members of the high federal council a copy of the "Bund" of the 9th June, and to call their attention to the adver-

tisement therein contained of the licensed emigration office of Steinmann Drevet, in Basle and St. Gall, who announce that they *shall continue* to forward emigrants to New York and to the interior of the *United States of North America*.

The undersigned entreats the renewed attention of their excellencies to this very important subject.

In the meantime he has thought it his duty to cause to be inserted in the "Bund" a "warning," by which emigrants, in the act of making preparations for their voyage, may be, with the least possible delay, placed upon their guard against a practice which invariably exposes them to inconvenience, and sometimes to destruction.

The undersigned wishes particularly to press the following consideration as a reason for the absolute prevention of the sale of inland passage tickets in Switzerland, viz:

Such tickets, *whether fraudulent or not*, are highly injurious to the emigrant, depriving him, upon his landing, of the protection of the proper public authorities, and throwing him into the hands of swindlers, from whom it is not possible for the most respectable European "auswanderungs bureau" to save him.

Not only are thousands of emigrants thus sacrificed, but the city of New York is burdened with an increasing foreign pauper population, which may, unless the evil be arrested, render unavoidable legislative measures of restriction.

The interests of the emigrant and of the American authorities require, not only the prohibition in Europe of the sale of inland passage tickets by acknowledged rogues, but that this traffic should be terminated even as regards the most respectable licensed emigration office; and the undersigned trusts that, by the co-operation of the high federal council, and of the high cantonal governments, the inhuman and dishonorable character of this mode of profit may be made so clear that no emigration office can hereafter publicly participate in it without forfeiting its reputation for honesty.

The undersigned avails himself of the occasion to reiterate to their excellencies the president and the other members of the high federal council the assurances of his most distinguished consideration.

THEO. S. FAY.

Their Excellencies the PRESIDENT,

And the other members of the High Federal Council at Berne.

[Translation.]

Warning to North American emigrants by New York.

Proof having been received that emigrants by New York have been cheated in *one year*, at that port alone, *out of twelve million of francs* by European sellers of inland passage tickets, which have either no or very inferior value, the American legation hereby warns emigrants against the purchase of such tickets in Switzerland, or anywhere else, even from licensed emigration offices. On their arrival at New York,

purchasers find either that *such tickets have been sold at too high prices, or that they are addressed to false firms, or that they are rejected by the firm to which they are addressed, or that they are insufficient without a further payment, or that they are counterfeit.* Even where the ticket is in other respects valid, it has this advantage: the possessor, instead of finding himself, immediately on landing, properly advised and assisted by the establishment of Castle Garden, below mentioned, is delivered to the artifices of dishonest runners, tavern keepers and other persons, whose profession it is to rob emigrants after their arrival. The best way for the emigrant is—

To buy no inland passage ticket in Switzerland or Europe, but to pay his passage only to New York city; to land at Castle Garden, and follow, with entire confidence, the advice given him at that establishment, humanely founded by the government of the State of New York. He is there received by public employés, assisted in purchasing proper tickets for the place in the United States or Canada whither he wishes to go, in the transport of his luggage, and with regard to the cashing of bills of exchange, orders, &c.

LEGATION OF THE UNITED STATES OF AMERICA,
Berne, June 10, 1857.

[Translation.]

For Emigrants.

The licensed emigrant bureau of Steinmann Drevet, at Basle and St. Gall, still undertakes the forwarding of emigrants to New York, New Orleans, Quebec, Boston, and the interior of the United States of North America;

Rio de Janeiro, Rio Grande do Sul and Santos, for the Brazilian colonies;

Buenos Ayres and Montevideo, for the Argentine colonies;

Melbourne, Sidney and Port Adelaide, in Australia.

The embarkations are made only in well known sailing and packet ships of the first class, at Havre, Antwerp and Hamburg, as the emigrants may determine. Considerable companies will be attended from Basle to their embarkation by trusty conductors, who have been for years in my service.

In addition to the above passenger business, I would, as sole agent for Switzerland of the Belgian Transatlantic Steamship Company, invite the entry of names for the following newly built steamships, plying between Antwerp and New York, viz:

The Belgique, Captain Tack, 2,500 tons, 500 horse power;

The Constitution, Captain Pongin, 2,500 tons, 500 horse power;

The Leopold I., Captain A. Michel, 2,500 tons, 500 horse power;

The Duc de Brabant, Captain ———, 2,500 tons, 500 horse power.

Via Antwerp, to Rio Janeiro, Pernambuco and Bahia, by the following new steamers of 2,500 tons and 500 horse power:

Hydaspes, Captain Boron;

Calcutta, Captain Blackmore ;

Lady Jocelin, Captain Bird.

Departure from Antwerp on the 1st of every month.

To emigrants these steamers offer, along with very comfortable accommodation, the lowest rates yet known, and but little exceeding the cost of a passage by a sailing vessel.

Further particulars given and contracts concluded by the undersigned.

STEINMANN DREVET.

BASLE AND ST. GALL.

Mr. Fay to Mr. Cass.

[No. 245.]

UNITED STATES LEGATION,
Berne, June 18, 1857.

SIR: Referring to my No. 243, I have the honor to enclose the answer of the federal council to my notes of 8 and 10, therein forwarded, on the subject of the sale in Switzerland, to American emigrants, of inland passage tickets.

It remarks that the subject of emigration does not constitutionally come within the federal department. The federal council has, however, issued a new circular to the cantonal governments, and an expectation is expressed that those authorities will take the necessary measures to prevent, in future, the (as it justly terms them) infamous and ruinous practices complained of. Further communications upon the subject are promised.

I have the honor to be, sir, with the highest consideration, your obedient servant,

THEO. S. FAY.

Hon. LEWIS CASS,

Secretary of State of the United States of America.

The Federal Council to Mr. Fay.

[Translation.]

BERNE, June 13, 1857.

Through the esteemed notes of the 8th and 10th of last month the Swiss federal council has again received some very interesting communications, respecting the shameful abuses which are practiced in Europe by emigrant agents, with and without reference to the sale of the so-called inland passage tickets.

The Swiss federal council expresses its best thanks for these obliging communications, and fully acknowledges the humane remarks with which your excellency accompanies them.

At the same time it must take the liberty of again calling to mind the fact that the emigration business does not, constitutionally, come within the official range of the federal authorities, whose activity in

this case must be limited to the appointment of consuls. It rather belongs to the cantonal governments to watch over this movement of the public life, and to protect it, as far as possible, from abuses.

The federal council, therefore, has hastened to acquaint the cantons with the contents of the esteemed note and the accompanying documents, in a comprehensive circular, and at the same time to express the expectation that the governments will adopt the requisite measures to arrest this pernicious and ruinous conduct of the agents for the future.

While the Swiss federal council proposes to communicate further with his high, well-born excellency Theodore S. Fay, minister resident of the United States of North America near the Swiss Confederation, so soon as a befitting opportunity shall offer, it, at the same time, avails itself of this occasion to renew to your excellency the assurance of its most perfect consideration.

In the name of the Swiss federal council.

C. FORNEROD,
The Federal President.
SCHIESS,
The Chancellor of the Confederation.

His High, Well-born Exc'y, Mr. THEO. S. FAY,
Minister Resident of the United States of North America
Near the Swiss Confederation, at Berne.

Mr. Fay to Mr. Cass.

[No. 247.]

UNITED STATES LEGATION,
Berne, June 23, 1857.

SIR: I received the enclosed journal, "*Der Kolonist*," published in the canton of Saint Gall, Switzerland, only in time to forward it for your information and that of the New York commissioners of emigration, referring to the circular, No. 17, of Mr. Secretary Marcy, with its enclosures of January 31, 1857.

I call your particular attention to the subject as one of importance.

I am not at present able to say anything as to the character of the "*Kolonist*," except that it is published in the same canton as that in which is located one of the emigration bureaus of Steinmann, Drevet. (See my No. 243.)

An opposition will naturally appear in Switzerland to my attempt to procure the prohibition of the sale of inland passage tickets.

In order to carry out the views expressed in the circular of Mr. Marcy, it would be advisable to place me in possession of a satisfactory reply to the charges presented by the "*Kolonist*" against the landing place at Castle Garden. The upshot of those charges is, as stated at the end of the article, that *the emigrant is cheated, whether he goes to Castle Garden or not.*

In the meantime I shall not remit my exertions to procure the

legal prohibition of the sale of inland passage tickets upon Swiss territory.

I had yesterday, on this subject, a long interview with Mr. Migy, president of the canton of Berne, who assured me that, in consequence of my late application, communicated to him by the federal council, he was taking the most energetic measures to render impossible the purchase of an inland passage ticket anywhere in the canton of Berne.

I have the honor to be, sir, with the highest consideration, your obedient servant,

THEO. S. FAY.

Hon. LEWIS CASS,

Secretary of State of the United States.

[Translation.]

THE COLONIST,

(The organ for Swiss emigrants, particularly to North and South America.—No. 25, June 20, 1857.)

Warning to emigrants who go to North America by way of New York.

As proofs have come to hand that emigrants by way of New York, within one year, have been defrauded or swindled, in that port alone, viz, New York, out of the sum of twelve millions of francs by "inland passage tickets" bought in Europe, which tickets had either no value at all or a very insignificant one, the American legation warns the emigrants of, or cautions them against the purchase of, such tickets in Switzerland or anywhere else—nay, even at or from the established or licensed emigration offices. On their arrival in New York, the purchasers find that either they have paid too much for their tickets, or that the latter are addressed to sham or fictitious firms; or that they are rejected by those firms to whom they are addressed; or that they are unsatisfactory or of no account, and that a further payment at the place of their arrival is unavoidable; or that they are made or drawn up in a fraudulent manner.

Even where the ticket is in other respects valid, it has the following disadvantages:

The possessor of it, instead of availing himself, immediately after his landing, of the assistance and protection of the institution at Castle Garden, to which we refer further on, is given over to the intrigues and wiles of unprincipled runners, landlords, and other wretches, whose vocation it is to rob the emigrants on their arrival. The best thing the emigrant can do is—

To buy no "inland passage ticket," either in Switzerland or in Europe, but to pay for his passage to New York only; to land at Castle Garden, and, with full confidence, to follow the advice of the institution which the government of the State of New York, from philanthropic motives, there founded. There he will be well and

kindly received by the officials. He will be assisted in the purchase of tickets for the place in the United States or Canada to which he desires to go, as also in the transportation of his baggage, and in the collection of bills of exchange, checks, and other orders for money, &c.

LEGATION OF THE UNITED STATES OF NORTH AMERICA,

Berne, June 10, 1857.

According to this publication, the legation of the United States in Switzerland gives its unlimited recommendation to the institute at Castle Garden.

We do not think that it (the legation) is herein, or in so doing, entirely in the right. A committee, appointed by the German society in New York for inquiring into the state or condition of Castle Garden, made a report, the material or essential import of which a correspondent of the New York Criminal Gazette, in short sentences, thus denotes :

“In favor of Castle Garden is—

“I. That the emigrant can procure his provisions on more reasonable terms in Castle Garden ; whereas in taverns, as is well known, he is subject to extortion and to be cheated out of his money.

“II. The European coins are calculated and taken at the existing course of exchange ; and

“III. Against the correctness of the proceeding in weighing the baggage, the committee had heard no complaints.

“Against Castle Garden.

“I. That in Castle Garden it is not the commissioners, but entirely the New York and Erie and the Central Railroad Companies, who rule or have the command.

“II. That the commissioners give to both of these railroad companies, in all and every respect, the most flagitious monopoly, and that the latter avail themselves of it in the most unwarrantable manner.

“III. The committee are greatly shocked at the fact that the commissioners have conferred the right granted to them to two railroad companies, as the latter have not also taken upon themselves their duties, viz: those of the commissioners.

“IV. The emigrants consider Castle Garden as an institution under the control and direction of the State ; and the commissioners present themselves, in their public documents, as the lords and masters who tender the legal protection of the law to emigration ! But that, notwithstanding this, these poor people, (the emigrants,) unprotected, were surrendered, or given over to the railroad agents, seemed certainly very hard, and that such a course could, under no circumstances, be justified.

“V. The emigrant on board of the vessel is separated from his baggage, and he has afterwards to hunt for it himself at Castle Garden.

“VI. The want of space in Castle Garden is the cause that beds, and

other effects or goods, during rainy weather, are completely destroyed and rendered worthless.

"VII. The report expressly refers to the frequently occurring loss, in Castle Garden, of baggage, and adds that if, on the part of the railroad authorities, a strict vigilance were observed, it would be ascertained whether the emigrants or *the men connected with the railroads* are guilty of stealing.

"VIII. There is no such a thing as a guarantee for baggage in existence in Castle Garden, although the immigrant, after all he possesses has been taken from him, receives a copper check for each parcel. All indemnification depends solely and exclusively on the mercy of the railroad companies. The report says further, in plain terms, the immigrant is bluntly told that no responsibility whatever is recognized.

"IX. The agents may be directed not to send or convey the immigrants, against their express desire, by the monopoly railroads; but the committee think themselves justified in assuming that this direction, in their zeal for the interests of the companies, is not noticed.

"X. That it is desirable that some control were established to prevent that children pay the full price, or the same that is charged for adults.

"XI. That the 'booking' in Europe—which the commissioners have represented to the German governments in a special memorial as highly injurious—is carried on as extensively as formerly by both of the Castle Garden monopolizing railroad companies.

"XII. That the fare is from one dollar and fifty cents to two dollars higher in Castle Garden than that on the Pennsylvania railroad, for which there is no reasonable cause or excuse, and which, under no circumstances, can be justified."

The grounds or reasons *for* and *against* Castle Garden, when weighed against each other, afford or furnish, according to our view, to the Swiss emigrant the lesson, in his native Swiss idiom: "In New York I am cheated, whether I go to Castle Garden or not:"

"In or out of Castle Garden,
Hope not to evade your lot,
You are fleeced of all you got."

Mr. Ricker to Mr. Cass.

[No. 93.]

UNITED STATES CONSULATE GENERAL,
Frankfort-on-the-Main, July 3, 1857.

SIR: In my despatch No. 60 I had the honor to hand you copies of communications addressed to me by the ministers of foreign affairs of Hesse-Darmstadt, Hesse-Cassel, and Nassau, in which they informed me of the prohibition in those States of the sale of tickets to German emigrants for inland passage in the United States.

At the same time I had already brought the matter to the notice of the authorities of this city—first in a personal interview, and then by an official note. The reply of Doctor Wariner, the chief burgomaster,

I now have the honor to enclose, and by it you will see that *hereafter* the sale of such inland tickets is prohibited in this State.

I have the honor to be, with respect, sir, your obedient servant,
SAMUEL RICKER.

Hon. LEWIS CASS,
Secretary of State.

[Translation.]

FRANKFORT-ON-THE-MAIN,
June 30, 1857.

SIR: Your esteemed communication of 4th May, with an official copy of the correspondence between the honorable W. L. Marcy, Secretary of State, and Mr. G. C. Verplanck, president of the emigration office in New York, regarding the position of emigrants, I have laid before the high senate, and have now the honor to inform you that the senate has been thereby led to instruct the police department to issue an order prohibiting, under penalty, the sale of tickets for forwarding emigrants from American seaports to their places of destination in the interior.

I avail myself of this opportunity to renew the assurances of my high consideration.

WARINER.

The Senior BURGOMASTER of the Free City of Frankfort.

Mr. Fay to Mr. Cass.

[Extract.]

[No. 248.]

UNITED STATES LEGATION,
Berne, July 7, 1857.

SIR: * * * Referring to my No. 247, I have the honor to enclose copy of a note upon the subject of the article in the Swiss newspaper the "Kolonist" against Castle Garden; another copy of the "Kolonist" is also appended. I have also complained that the licensed emigration office of Steinmann Drevet have again advertised their determination to continue booking in Europe.

There is, of course, a strong opposition of certain parties in Switzerland to the breaking up of their frauds against emigrants. But I believe it possible to annihilate that opposition as far as this country is concerned.

There is but one point in the Kolonist article of which I should like to have an explanation, viz: *Objection 12. That "the price of passage in Castle Garden is considerably higher than elsewhere."*

It may also be inquired here why the Swiss consul in New York did not sign the document of which I also enclose a copy.

I have the honor to be, sir, with the highest consideration, your obedient servant,

THEO. S. FAY.

Hon. LEWIS CASS,
Secretary of State.

Mr. Fay to the Federal Council.

UNITED STATES LEGATION,
Berne, July 7, 1857.

The undersigned, minister resident of the United States of America to Switzerland, has the honor to enclose to their excellencies the president and the other members of the high federal council—

1. "*Beilage*" of the "*Bund*," No. 174, of June 26, in which the licensed emigration office of Steinmann Drevet repeats a second time their advertisement announcing that they continue to sell American inland passage tickets.

2. No. 25 of the *Kolonist*, of June 20, 1857, published at Lichtensteig, canton of St. Gall.

The second advertisement of Steinmann Drevet appears in the "*Bund*," sixteen days after the first publication, in the same paper, of the "warning" which this legation, in the interest of humanity and of the Swiss nation, and to protect the city of New York from an increased pauper population consequent upon the sale of those tickets, thought proper to publish for the information as well of emigrants as of respectable licensed emigration offices. In that "warning" it was stated that the evils complained of result not merely from the sale of fraudulent or half fraudulent tickets, but from booking in Europe even by honest agents, because the New York authorities cannot protect emigrants arriving with inland passage tickets, who, instead of landing at Castle Garden, fall into the hands of swindlers. It is not to be supposed that Messrs. Steinmann Drevet have not read the "warning," or that they are ignorant of the exertions made by the high federal council to correct these abuses. Their advertisement thus appears to be a public announcement of their intention to persist in a traffic officially declared ruinous to the emigrant in America, regardless of humanity and justice, and in defiance of the opinion and wishes of their own government, as expressed in its circular to the different cantonal governments. Such a proceeding was to be expected from dishonest persons, but the undersigned is surprised that a respectable house should adopt a course as injurious to its own countrymen as discourteous to a friendly foreign government.

The second document, the "*Kolonist*," is a republication of the "warning" of the legation, not however, in the interest of the emigrant, but in order to circulate some old exploded misrepresentations of an unknown New York newspaper, containing what is said to be

the substance of a report of a committee appointed by the "*Deutsche Gesellschaft in New York*," and closing with the assurance of the editor of the "*Kolonist*," to the Swiss emigrants, *that they are cheated, whether they go to Castle Garden or not.*

The undersigned declares this assurance a calumny, and that such accusations are part of a plan to bewilder the emigrant and keep him in the hands of his enemies.

The undersigned is far from asserting that either the "*Kolonist*" or Steinmann Drevet belong to that class; but it is clear that their proceedings, although resulting only from carelessness, are calculated to inflict an injury upon the emigrant. It is hoped, by the interposition of the high federal council, to place the truth so clearly before the Swiss nation that the public authorities will totally prohibit the sale of inland passage tickets, and that no firm or individual will be able, upon the Swiss territory, to book a passenger for the interior of North America, or to circulate these and similar calumnies against Castle Garden, without forfeiting all pretensions to honesty.

There are two questions: 1. Shall the Swiss emigrant book in Europe? 2. Shall he land at Castle Garden?

The American legation, in order to save emigrants from ruin, warns against booking in Europe, and recommends the Castle Garden landing place. The "*Kolonist*," in reply, declares the emigrant is cheated, whether he goes to Castle Garden or not. That the "*Kolonist*" has no right to make this charge, is to be seen from the fact that it rests on no better authority than an obscure, irresponsible New York newspaper.

But, as the undersigned has no wish to oppose a free discussion, he will show:

1. That if the objections reproduced in the "*Kolonist*" were true, they in no way demonstrate that the emigrant is cheated at Castle Garden.

2. That the attacks on Castle Garden have been made the subject of a legal investigation, resulting in abundant evidence that such attacks proceed from interested sources, and that, while the emigrant is everywhere else cheated, he is not cheated at Castle Garden, but receives there complete protection.

What are the objections? There are twelve, which may be considered in order:

Objection 1. That the real managers of Castle Garden are not the commissioners, but the New York and Erie and Central Railroad Companies.

Objection 2. That these railroad companies exercise an infamous monopoly, and that this monopoly is taken advantage of in an irresponsible way.

Objection 3. The commissioners have transferred their right to two railroad companies which have not undertaken their duties.

The three preceding objections are vague, angry accusations, without any details or evidence to show that the emigrant is not better served and protected than he would be if he did not land at Castle Garden; nor is there even an attempt to show that he ought to buy inland passage tickets in Europe.

Objection 4. That the emigrant is delivered unprotected to the railroad employés.

There is here no charge that the railroad employé is guilty of any misdemeanor, or that the emigrant suffers more inconvenience than would be the case under other circumstances.

Objection 5. The emigrant is separated from his luggage on board the ship and is obliged to seek it afterwards himself at Castle Garden.

This arrangement, evidently made in the interest of the emigrant, protects him and his property. The fact that he has to seek his luggage himself occasions a little trouble, which every sensible traveller would be willing to take.

Objection 6. The want of sufficient room in Castle Garden occasions, in rainy weather, the ruin of beds and other effects.

Objection 7. Frequent loss of luggage; but whether in consequence of robberies committed by the emigrants against each other, or by the railroad employés, is uncertain.

Objection 8. No guarantee for luggage; the traveller must take the responsibility upon himself.

Objection 9. *Although the employés are directed not to forward the emigrants by the monopoly railroads against their risk, yet there is reason to apprehend that the employés do not attend to this direction.*

Objection 10. *That a control is desirable to prevent children from paying full prices.*

The above objections, 6, 7, 8, 9 and 10, hardly merit any observation. Between three and four hundred thousand emigrants sometimes land in New York in a year, occasionally three and more thousand in a day. That there is a certain degree of confusion, injury to luggage, and loss of effects from various causes, is probable; but no objection above stated furnishes the least ground for not advising the emigrant to land at Castle Garden. Whatever may be the pretended state of Castle Garden, there is not even an inference to be drawn from the preceding objections of the "*Kolonist*" that the arrangements are not far better than elsewhere.

Objection 11. *States the commissioners have declared the purchase of inland passage tickets very injurious to the emigrant, but that this traffic is extensively continued in Europe by the two monopoly railroad companies in connexion with Castle Garden.*

In this objection the accusations of the "*Kolonist*" and its correspondent fall to the ground, because they contradict each other.

It is stated:

1st. The two monopolizing railroad companies govern Castle Garden.

2d. That the sale of inland passage tickets is carried on extensively in Europe by the two monopolizing railroad companies.

How can this be so when the American legation in Switzerland, in the interest of the Castle Garden establishment, warns emigrants against the purchase of inland passage tickets in Europe? If these railroad companies govern in Castle Garden, and at the same time have agents to book in Europe, how is it that Castle Garden warns emigrants not to book in Europe? The truth appears even from the "*Kolonist's*" objections themselves.—(See objection 9, which admits

that emigrants are not sent by the monopolized railroad companies against their wish.)

Objection 12. *That the price of passage, as paid at Castle Garden, is higher than elsewhere.*

If this should prove true, the undersigned has no hesitation in assuring that there must be a good reason for it, and in adding that the Castle Garden establishment is actuated by no mercenary views, but has for its sole object the rescue of emigrants and their property from dishonest practices.

The undersigned has the honor to communicate again to the high federal council copy (in French and German) of a published warning signed in New York, February 2, 1857, by the consuls of Prussia, Belgium, Great Britain, Wurtemberg, Holland and France, explaining the ruinous consequences of booking in Europe, and testifying to the "vollkommenen schutz," which Castle Garden secures to the emigrant. The "Kolonist" itself, however, admits three reasons why the emigrants should land at Castle Garden.

1. That the emigrant can purchase his provisions in Castle Garden at a just price, whereas he is elsewhere cheated.

2. That European money is changed at the current value, and

3. That the committee has heard no complaint of the proceedings of the "*Gepackwiegemeister*;" that the establishment of Castle Garden has not attained a perfect organization, is not yet in possession of buildings spacious enough to accommodate, without difficulty, the throngs landing simultaneously, is probably true, but it is not true that emigrants are cheated there, as the "Kolonist" declares, or that they do not meet there for greater security and better protection than they can meet anywhere else. The directors are men of high character; some of them personally known to the undersigned, who hopes that the government of the confederation and the honorable cantonal government will not relax in their efforts to put a stop to a most infamous traffic in consequence of misrepresentations originally brought forward by interested parties. Twelve millions of francs a year enable persons who live upon the emigrant to carry on an extensive system of public deception, and their conspiracy cannot, of course, be annihilated without various forms of opposition.

The undersigned, however, has a better reply to the charges of the "Kolonist," than may be found in any of the preceding observations.

Information has been communicated to him by his government that the various vexations and complaints against Castle Garden have been subjected to a careful investigation, by a much higher authority than the "*Criminal Zeitung*" of New York, or by the committee of the "*Deutsche Gesellschaft*," viz: *the grand inquest of the county of New York*. The report of this body, which may be considered as definitively deciding the question, contains the following paragraphs:

1. "On inquiring into the causes of certain published attacks on the emigrant landing depot, (Castle Garden,) the grand inquest have become satisfied that they emanate, in the first instance, from the very interested parties against whose depredations Castle Garden affords protection to the emigrant, and who are chiefly runners, in

the employ of booking agents, boarding-house keepers, and others, who have lost custom by the establishment of a central depot, where the railroad companies have their own business done by their own clerks, and without the extensive intervention of passage brokers, &c."

2. "The grand inquest, having become satisfied that the latter, (Castle Garden,) in all its operations, is a blessing, not only to the emigrants, but to the community at large, would feel remiss in the performance of a sacred duty if they failed to recommend this important philanthropic establishment to the fostering care of the municipal authorities; and they have dismissed the complaints preferred against certain employés of the Castle Garden, satisfied that they are not sustained by law, and have their origin in a design to disturb, rather than to further, the good work for which the establishment has been called into life by an act of legislature of April, 1855."

The undersigned has the honor to request that information may be communicated to him—

1st. Of the number of persons annually emigrating from Switzerland to the United States.

2d. Of the number of licensed "*Auswanderungs Bureaux*" in Switzerland.

3d. If all those *bureaux* continue to this moment the practice of booking in Europe.

4th. Are there any unlicensed emigration agents carrying on their business in Switzerland.

5th. From what parts of Switzerland the emigration mostly proceeds.

6th. At what European port it principally embarks.

The undersigned, in submitting to the judgment of the high federal council whether it would not be expedient to lay the substance of this note before the public, as well in the interest of the Swiss emigrant as of the city of New York, has the honor to reiterate to their excellencies the president and other members of the high federal council the assurances of his most distinguished consideration.

THEO. S. FAY.

Their Excellencies THE PRESIDENT

And other members of the High Federal Council.

Mr. Fay to Mr. Cass.

[Extract.]

[No. 251.]

UNITED STATES LEGATION,
Berne, July 17, 1857.

SIR: * * * * * * *

President Fornerod informs me that every one of the 22 cantons has replied to the circular of the federal government, with the assurance that it would do everything in its power to suppress the traffic of American inland passage tickets. As cantonal negotiations and movements are not very rapid, I have had reason to see the propriety of a prompt "warning" to the emigrants through the public newspapers. The continuation, however, of some officers to

advertise booking, and the article in the "Kolonist," already forwarded, calculated to neutralize the effect of my first advertisement, have induced me to publish a second, of which copy is enclosed. I have not undertaken this step without the full approval of one of the most experienced members of the diplomatic corps, and also of President Fornerod. Both agree that it is one of the most effectual modes of branding with dishonor, and bringing to a termination, this infamous and impudent traffic.

I have the honor to be, sir, with the highest consideration, your obedient servant.

THEODORE S. FAY.

[Translation.]

Second warning of the American Legation to emigrants.

The class of persons who gain twelve millions of francs a year by booking in Europe and misinforming emigrants have advanced certain complaints against the Castle Garden landing place at New York, and in contradiction of the warning not to book in Europe.

These complaints having been artfully presented in a form calculated to deceive the careless, some respectable emigration offices in Switzerland have been so far misled as to continue the sale of inland passage tickets, and one or two misinformed newspapers have circulated the calumnies against the Castle Garden depot.

The American legation in Switzerland, therefore, informs emigrants and others that the said complaints have been made the subject of a legal examination in New York by the grand jury of that city, whose decision, dated September 9, 1856, contains the two following paragraphs:

"On inquiring into the causes of certain published attacks on the emigrant landing depot, (Castle Garden,) the grand inquest have become satisfied that they emanate in the first instance from the very interested parties against whose depredations Castle Garden affords protection to the emigrant, and who are chiefly runners in the employ of booking agents, boarding-house keepers, and others who have lost custom by the establishment of a central depot, where the railroad companies have their own business done by their own clerks, and without the extensive intervention of passage brokers, &c."

"The grand inquest, having become satisfied that the latter, (Castle Garden,) in all its operations, is a blessing, not only to the emigrants, but to the community at large, would feel remiss in the performance of a sacred duty if they failed to recommend this important philanthropic establishment to the fostering care of the municipal authorities, and they have dismissed the complaints preferred against certain employes of the Castle Garden, satisfied that they are not sustained by law, and have their origin in a design to disturb rather than to further the good work for which the establishment has been called into life by an act of legislature of April, 1855."

The foreign consuls residing in New York have also published an official warning, dated February 2, 1857, to their countrymen, which contains the following paragraphs:

"To passengers who desire to continue their journey to places in the United States or Canada, the landing depot (Castle Garden) affords every facility for procuring the necessary tickets for forwarding baggage or freight, and for collecting from mercantile houses in the city of New York any drafts which such passengers may hold. The emigrant can, therefore, under the protection of Castle Garden, perfect all his arrangements for leaving the port of New York for his destination without being obliged to expose himself to the danger of entering the large city in which man-catchers are always lying in ambush for the unsophisticated or ignorant."

"In consequence of the efficiency with which depredators have thus been cut off from their intended victims, organizations have been perfected by a number of emigrant agents, with a view to circumvent and frustrate the protection Castle Garden affords the newly landed passengers. The most dangerous practice resorted to for this purpose is the system of booking passengers in Europe for inland travel in America; of issuing contracts for such inland passages in European seaports, and even in European country towns and villages, and of addressing such contracts to parties in the city of New York." * *

"They (the contracts for inland passage) have not a single commendable feature, and operate in every respect against the interest of the holder, who, if he had not invested part or all of his money in them, would be able to avail himself of the protection of the landing depot, and to proceed on his journey without risk of loss or delay."

"In view of these and other pernicious features of the system of 'booking in Europe,' the commissioners of emigration have resolved to make renewed representations to those governments from whose dominions emigrants are in the habit of coming to this country, and to urge upon them the protection which would accrue to the emigrant from an official interdict of the booking system, where it may hitherto have been permitted or suffered to exist. The undersigned, consuls and consular agents, having been requested to assist the commissioners in their humane efforts, hereby cheerfully bear witness to the dangers inherent to the system of booking in Europe, and to the complete protection which Castle Garden is calculated to throw around the emigrant, whom no previous contract compels to leave the landing depot for the purpose of completing such contract in the city."

"NEW YORK, *February 2, 1857.*

"JOSEPH FOWLER,

"*H. B. M. Consul for the City and the State of New York.*

"J. W. SCHMIDT,

"*Consul General of Prussia, Baden, and Oldenburg.*

"LEOPOLD BIERWIRTH,

"*Consul of Wurtemberg.*

"A. DE MONTHOLON,

"*French Consul General.*

"HENRY W. T. MALI,

"*Belgian Consul General.*

"R. C. BURLAGE,

"*Consul General of the Netherlands.*"

From the annual report of the commissioners of emigration of the State of New York for 1856 is taken the following paragraph :

“The plan of assisting families destined for the interior to proceed on their journey without sacrifice of their small property, by making small advances on a pledge of baggage or other portable property, without interest or any additional charge for storage or otherwise, is an example of great good, effected almost without cost. In little more than four months since 22d August, 1856, when the system was regularly organized, (it having been in partial operation for some time before,) about twelve hundred foreigners, in 210 families, were thus assisted, to their very great relief and protection from almost certain imposition, by an advance of only \$2,098, of which, all but \$647 has been repaid before the 1st of January, 1857, and the pledges re-delivered. The rest will doubtless be repaid shortly.”

If any newspaper or emigration office in Switzerland suppose it can honestly advise the emigrant to book in Europe, and not to land at Castle Garden, the American legation offers to place it in possession of evidence to the contrary sufficient to satisfy every reasonable person.

The legation of the United States of America, therefore, earnestly repeats its recommendation to emigrants, in no case to book in Europe or on board ship, and not to land at any place but Castle Garden.

BERNE, *July 17, 1857.*

Mr. Ricker to Mr. Cass.

[No. 108.]

UNITED STATES CONSULATE GENERAL,

Frankfort-on-the-Main, July 19, 1857.

SIR : I have the honor to hand you, herewith, the translation of a letter addressed to me, by Dr. Elder, syndic, charged with the department of foreign affairs of the free city of Lubeck, in reply to a communication which I had addressed to him on the subject of the sale of tickets in Lubeck to emigrants, for inland journeys in the United States.

You will perceive by Dr. Elder's letter that the sale of such tickets is hereafter *not* to be permitted in Lubeck.

I have now, in compliance with the request of your predecessor, brought this subject of inland tickets, and the facilities offered by the New York commissioners of emigrants, before the several governments within my district, (Hamburg and Bremen excepted,) namely, before the government of Frankfort, Hesse-Darmstadt, Hesse-Cassel, Nassau, Lubeck, and Baden. The five first had already prohibited, or will hereafter prohibit, the sale of tickets for inland passages in the United States. But as yet I have not received an answer from the minister of Baden. It is, however, well known that the sale of such inland tickets is still permitted within that duchy.

Having performed this duty as directed, and reported the progress and result of my proceedings, I would now respectfully ask you, whether the steps taken in this matter are really all correct and judi-

cious ; that is to say, has it been, and is it still, the intention of the United States government to assist in supporting the Castle Garden affair, to the exclusion of all other modes of sending forward emigrants. I mention this because many inquiries have been made of me concerning the connexion of the government with the New York commissioners, or whether any such connexion exists, &c. I also mention it because I much doubt the propriety of assisting to build up a great monopoly. The commissioners of emigrants assume that they are honest, and that all others engaged in forwarding emigrants are swindlers, and to this assumption they have sent out the sanction of the government, *and by direction* I have proclaimed it here throughout my district. I would now like *fresh* instructions, because, to speak plainly, I have a suspicion the New York *affair* is working to the injury of other ports. The gentlemen composing the board hold a high position in the city and State ; they have secured the approval of the foreign consuls residing in New York ; they have obtained the recommendation of the United States government ; but after all, very few of them give the business their personal attention ; the work is mostly done by subordinates, and why cannot the German governments, in appointing their own responsible agents, secure the protection of emigrants, in their own way, just as well as the great monopoly, whose agent has stated here in Germany that all emigrants should land in New York, because New York is the only port in America where emigrants may be sure of not being swindled out of their property, &c.

There is one important fact which the commissioners of emigrants appear to have lost sight of, and that is, that cases frequently occur where it is desirable, convenient, and proper to secure in Germany a ticket for the emigrant all the way to his place of destination in the interior of America ; this they would prevent.

I shall have the honor to write again on this subject, although I know it is dangerous to speak otherwise than respectfully of powerful companies. I consider it, however, a duty to call your attention to the case, and to ask your instructions.

I have the honor to be, with respect, sir, your obedient servant,
SAMUEL RICKER.

Hon. LEWIS CASS,
Secretary of State.

[Translation.]

LUBECK, July 17, 1857.

The undersigned, syndic of the free and Hanse Town Lubeck, attending to the foreign affairs of this republic, also as refers to the United States of North America, has the honor to inform Mr. Samuel Ricker, consul general of the said States, in answer to his communication of 9th instant, addressed to the burgomaster of this town, and laid before the Senate, that, although the Senate has, as yet, not thought fit to issue a *prohibition* of the sale in this town of tickets for

inland passages in the United States of North America, and the booking for inland places of these States, because but very rarely cases of emigration from this town do occur, the above mentioned letter and the documents joined thereto, for which the Senate tenders best thanks, have been handed over to the police department of this town, with the strictest instructions not only to warn all those intending to emigrate from this place to the United States against purchasing tickets for inland passages in these States and against the booking for inland places, but also, if the publication of a special *prohibition* in this respect should be deemed advisable, to submit to the Senate, without delay, the necessary motions.

The undersigned avails himself, with pleasure, of this opportunity to renew the assurance of his high consideration.

P. L. ELDER, *Dr.*

SAMUEL RICKER, Esq.,

*Consul General of the United States,
Frankfort-on-the-Main.*

Mr. Fay to Mr. Cass.

[Extract.]

[No. 253.]

UNITED STATES LEGATION,
Berne, July 22, 1857.

SIR: Referring to my late despatches on emigration abuses, I have caused one hundred and fifty printed copies to be struck off of my "second warning," as enclosed. I have the honor to forward copy of note to the federal council, sending them fifty copies for the cantonal governments, and to be used otherwise, as they may deem proper. Copy of a note to our three consuls in Switzerland will also be found appended, placing each one in possession of ten copies for communication to emigrant offices, and for the information of newspapers friendly to the cause. I have also sent to the federal council a copy of the annual report of the commissioners of emigration of New York for 1856.

The special mission of Mr. Murray, incited principally I believe by the lamented Mr. Marcy, was very opportune. He furnished me documents comprehending an abundant outline and details of the subject, and his visit to this and other countries will produce salutary effects.

These printed "warnings," however, are merely collateral and palliative. The real remedy will be a legal prohibition of the sale of inland passage tickets by the cantonal governments. Even upon the accomplishment of this end I shall not relax my efforts. The profitable traffic will doubtless be clandestinely continued unless the entire Swiss population, at least the emigrating portion of it, be enlightened upon its real nature. American consuls in the seaports of Havre, Hamburg, and Bremen ought to be instructed to make inquiries of emigrants embarking at those towns as to whether they have booked

for inland passage, and at what offices, and to notify the American legations of the countries from which such emigration proceeded of the names of the emigration offices which issued the tickets. I have thought to save time by requesting Mr. Vesey, Mr. Hildebrand, and Mr. Ames, of Hamburg, consuls at those ports, to look a little into the matter, and favor me with a few lines.

The respectable public here take considerable interest in the subject. The president of the canton of Berne has co-operated with hearty zeal, and upon my visit to Ragatz I may have it in my power to converse with the public functionaries of the canton of St. Gall, in which the baths are situated. * * * * *

I have the honor to be, sir, with the highest consideration, your obedient servant,

THEO. S. FAY.

Mr. Fay to the Federal Council.

[No. 2.]

UNITED STATES LEGATION,
Berne, July 22, 1857.

The undersigned, minister resident of the United States of America in Switzerland, has the honor to enclose to their excellencies the president and the other members of the high federal council fifty printed copies of the "*zweite warnung*" to emigrants and to emigration bureaus, in the hope that it may be thought expedient to communicate them to the high cantonal governments, &c., &c.

He begs also to add the annual report of the commissioners of emigration of New York for 1856.

The undersigned avails himself of the occasion to renew to their excellencies the assurances of his most distinguished consideration.

THEO. S. FAY.

Their Excellencies the PRESIDENT

And the other members of the high Federal Council of Berne.

Mr. Fay to the three American consuls in Switzerland.

[No. 3.]

UNITED STATES LEGATION,
Berne, July 22, 1857.

SIR: I have the honor to enclose you two printed copies of a first "warning" and ten of a second, which I have caused to be published in the "*Bund*." I beg you to give it every publicity in your power, as well by communicating it to the emigration offices within your district as to such newspapers as may be willing to republish it, or some notice of it, in the interest of their emigrating countrymen.

I have the honor to be, sir, respectfully, your obedient servant,

THEO. S. FAY.

Mr. Fay to the American consuls at Bremen, Hamburg, and Havre.

[No. 4.]

UNITED STATES LEGATION,
Berne, July 22, 1857.

SIR: I have the honor to enclose a copy of an advertisement which I have caused to be printed in the principal Swiss newspaper. You would greatly contribute to terminate an infamous and very extensive system of cruelty and fraud if you would take the trouble to make some inquiries of emigrants embarking from your port for New York as to whether they have been advised, and by whom, not to land at Castle Garden, and whether they have booked in Europe or mean to book on board ship. (I believe the governments of Hamburg and Bremen have prohibited this latter practice as far as in their power. Is this prohibition carried into complete effect?)

Any information addressed to me upon this subject, with regard to Swiss emigrants, or with regard to other emigrants, addressed to the legations of the countries from which such emigrants proceed, would be of service in the general attempt now being made to protect the emigrant.

I have the honor to be, sir, respectfully, your obedient servant,
THEO. S. FAY.

[The two last sentences of the first paragraph enclosed in parentheses were omitted in the note to Mr. Vesey, American consul at Havre.]

Mr. Fay to Mr. Cass.

[Extract.]

[No. 254.]

UNITED STATES LEGATION,
Berne, September 3, 1857.

SIR: * * * * * A single journal, the "*Kolonist*," has again awakened my suspicion that it is interested in misleading the emigrants

Its article, forwarded in my No. 247, produced my "second warning," which is noticed by the following paragraphs:

[Translation.—From newspaper extract No. 1.]

Inland passenger tickets and Castle Garden.

By circular of July 27, the federal council has, upon the request of the North American legation in Switzerland, communicated to the hands of emigrants a second warning against the purchase of the so-called "inland passenger tickets."

Among other things it contains the following :

"To persons who desire to prosecute their journey to places in the interior of the United States or Canada, the landing depot at Castle Garden offers complete facility for the procurement of tickets for the transportation of persons and goods, as well as for the cashing of bills of exchange upon New York business houses.

"Contracts for the inland travel have not one single recommendatory side, and operate in every respect against the interests of the possessor, who, had he not devoted a portion of or all his money to such contract, would have been in a position to avail himself of the shelter and protection of the landing depot and to pursue his journey without fear of loss or delay. The legation of the United States of North America in Switzerland, therefore, repeats its urgent recommendation to emigrants, in no case to contract in Europe or on board ship, and to land at no other place than Castle Garden."

Remarks of the editors.

"We, too, have ever expressed our opposition to the traffic in inland passenger tickets, carried on in Europe; but, even rejecting this system, an unconditional recommendation of the institution at Castle Garden does not, by any means, follow. The protection which the immigrant finds there does not go very far, and there are many instances in which immigrants have been imposed upon at Castle Garden, and, for example, have lost their baggage. The immigrants who lodge at Castle Garden are given into the hands of two particular railroad companies, who arbitrarily fix the prices of the journey for them, whereas they might frequently travel more cheaply by other opportunities. Nor is it at all befitting that the American consul should recommend Castle Garden, exclusively, and thereby, also, unconditionally, the transportation by the New York and Erie road and the Central road only; and that our Swiss governments should obey him so implicitly, and in so doing take the part of two from among several rival railroad companies, who deserve such favor neither more nor less one than the other."

That article is exactly what might have been expected from the paid agent of the emigrant swindlers. It gives the substance of the circular issued by the federal government to the cantons, at my request, and then repeats that Castle Garden is not a good landing place for the emigrant, who is there delivered up to frauds, overcharges and other disadvantages.

The editor, therefore, reprimands the American legation for recommending Castle Garden, and complains that the Swiss government and cantons submit so obediently to its dictations. His ignorance appears by speaking of the legation as a consulate.

I immediately demanded him to publish my "second warning" in his journal as an advertisement. It was framed with a view to meet such attempts, and he was obliged either to refuse publishing, which would have furnished me a just cause of complaint, or to insert a document which contained abundant proof that his above mentioned paragraph was a calumny against Castle Garden. I have the honor to

enclose a copy of the "*Kolonist*," containing the advertisement without any remarks by the editor. His was the only voice in Switzerland raised against Castle Garden, and I presume it is now silenced; if not, I will endeavor to silence it.

I enclose, also, a note from the federal council of 27th July, in reply to my notes of 7th and 22d June, forwarded in my despatches Nos. 248 and 253. It promises a further reply to the questions which I there presented, and encloses a copy of the circular which, in consequence of my note of the 8th and 10th June, was communicated to the cantonal governments, and the result of which, it is to be hoped, will be a general cantonal legislative prohibition of booking in Switzerland. The death of Mr. Francini, minister of the interior, has, perhaps, occasioned a delay in communicating the information requested.

I also enclose extract from the official publication, (the "*Feuille Federale*,") containing some items on Swiss emigration in America; and also a publication of the federal council of another circular to the cantonal authorities, warning against booking in Europe, and recommending to land in Castle Garden. The press generally has noticed this "warning," of which I inclose an example.

* * * * *

I have the honor to be, sir, with the highest consideration, your obedient servant,

THEO. S. FAY.

Hon. LEWIS CASS,

Secretary of State of the United States.

The Federal Council to Mr. Fay.

[Translation]

BERNE, July 27, 1857.

In the two notes of the 7th and 22d ult., his high well born excellency, Theo. S. Fay, minister resident of the United States of North America, has renewed occasion to speak of the evils that attend the sale of inland passage tickets, and in the first of the notes referred to, a reply to certain inquiries touching the subject of emigration is desired.

In respect to this reply, the Swiss federal council has the honor to state to his high well born excellency that the department of the interior is occupied in the collection of data thereunto relating, and that the result of these investigations will, in its due time, be communicated to the high embassy, without fail.

Furthermore, it is to be remarked that, in consequence of the two previous notes of the 8th and 10th of June, the cantons have, by means of circulars, of which a copy is herewith enclosed, already been warned against the sale of inland passage tickets; and the effect of this warning is now, in the next place, to be looked for. It must, however, be added that most of the cantons have responded to this document,

and that some of them have adopted very stringent measures. Still further, however, the federal council has not omitted sending, by means of an additional circular, copies of the warning accompanying the note of the 22d ult. to the cantons.

The Swiss federal council avails itself of this preliminary communication to renew to his high well born excellency the assurance of its most perfect distinguished consideration.

In the name of the Swiss federal council, the federal president,
C. FORNEROD.

The chancellor of the confederation,

SCHIESS.

His high well born Excellency THEO. S. FAY,
Minister resident of the United States of North America, at Berne.

The Federal Council to Mr. Fay.

[Translation.]

BERNE, August 5, 1857.

In his honored communication of July 8, the high well born Mr. Fay, minister resident of the United States near the Swiss confederation, has requested of the federal council replies to a number of commercial statistical inquiries, with a view to communicate the same to the high government of the United States.

However much the federal council may ever be gratified in complying, most readily, with the wishes of your high well born excellency, where it is possible so to do, it, the more keenly, regret in the present case, that to the greater number of inquiries made, it cannot yet reply. It is known that up to this time neither the federal government nor the cantons possess bureaus of commercial statistics, so that all reliable basis is lacking on which to communicate estimates respecting specialities such as those embraced in queries 1—8. What has been published hitherto, in this regard, is due to laborious private researches extending over years, and even they do not possess that degree of authenticity and completeness which would render them suitable material to use as the groundwork of official communications.

The table appended contains such facts as are, at this moment, to command, relative to the import and exportation of cotton, cotton yarn and cotton manufactured goods, as also the duties imposed thereon. Subjoined is, likewise, a copy of the customs law and customs tariff, with the official tables setting forth the movement of goods, at the Swiss custom-houses, from 1852 until December, 1856, and therewith is annexed the catalogue of the Industrial Exhibition, containing much that would appear likely to prove worth knowing to your high well born excellency. The freedom which Swiss trade enjoys in the interior of the country, and the circumstance that upon the export of goods only a small comptroller's fee is exacted, and that no thorough, but merely a general declaration of contents is legally required to be written, without any statement of their designation,

prevents both the kind and the destination of exported cotton yarn and manufactured goods from being known, and hence no more exact particulars can be communicated respecting them. For the same reasons, too, all reliable data are wanting upon which to furnish an estimate of their valuations. At the same time, the general remark may be in place that direct purchases of cotton are made in North America itself, by Swiss mercantile houses only in the very fewest cases, but the chief demand is supplied in England and France.

In a separate despatch will be found replies to some of the inquiries proposed, so far as it was possible to offer them.

The Swiss federal council avails itself with pleasure of this occasion also to renew the high expression of its distinguished consideration.

In the name of the Swiss federal council,

C. FORNEROD,
The Federal President.
SCHIESS,

The Chancellor of the Confederation.

To the high well born Mr. H. S. FAY,

Minister resident of the United States

near the Swiss Confederation, at Berne.

CIRCULAR.

The Swiss Federal Council to all the confederated States.

[Translation.]

BERNE, June 13, 1857.

FAITHFUL, BELOVED CONFEDERATES: In two fresh notes of the 8th and 10th of this month, the North American embassy has, in a manner to be thankfully acknowledged, drawn attention to the shameful abuses which are practiced in the sale of the so-called inland and Canada passage tickets, on the continent of Europe. This subject, upon which we had the honor to express our views in our circular of the 2d of March, of last year, is, by the government of the United States deemed so important that it has seen fit to make the same the theme of special messages to the different governments of Europe and, among them, also to that of Switzerland.

It is an ascertained fact that the passengers landing in the port of New York alone brought with them, in the space of one year, a sum of about twelve millions of francs, of which they were, in a large measure, also swindled, on the spot.

In referring to an advertisement appearing in the public papers, on behalf of the emigration bureau of Steinmann Drevet, at Basle and St. Gall, and announcing that they continue to forward emigrants *into the interior* of the United States, the embassy desires that the following views may be specially set forth, in order that, sustained thereby, the absolute prohibition of the sale of inland tickets in Switzerland may be effected.

Even taking for granted the genuineness of such tickets, they are still, in the highest degree, disadvantageous to emigrants, who are thereby excluded from the protection of the properly constituted public authorities and thrown into the hands of swindlers, from whom even the most respectable European emigration bureaux cannot afterwards rescue them.

Not only are thousands of emigrants thus victimized, but the city of New York is burdened with a continually increasing foreign pauper population, whereby, unless the evil can be arrested, restraining legislative measures will be rendered unavoidable. The interests of the emigrant and of the American authorities require not only the prevention of the sale of inland passage tickets in Europe, by swindlers, but that this traffic, in respect to the forwarding of emigrants *into the interior* of North America, should be formally and decisively forbidden to even the most respectable emigration offices.

As appears from documents most obligingly communicated to us, the consulates of France, Great Britain, Wurtemberg, Baden, Belgium and the Netherlands at New York, have felt themselves constrained to issue an especial call, most earnestly and impressively warning whom it may concern against the dangers of "contracting in Europe for inland travel in America." As the basis of the views they entertain, the following evils of the contract system referred to—also termed "booking"—are particularly set forth:

1. The contracts alluded to for inland travel are always rated too high.

2. The said contracts are very frequently directed to simulated firms in this city, *i. e.*, New York.

3. When they are addressed to actually existing houses in New York, they are, very frequently, rejected, as not having been issued by authorized persons.

4. They are, in most cases, incomplete, and call for the after payment of a portion of the whole amount in New York, whereas the last money in the possession of the emigrant was swallowed in the original payment. Then, in case the contract should not be perfected by the stipulated after-payment, the payment already made is totally lost.

5. They are, not unfrequently, made out in the swindling shape of bills of exchange for the payment of fixed sums of money drawn upon emigrant forwarding agents in New York, which payment is, upon their presentation in New York, offered in railroad tickets, often for only a portion of the family, and should the holder then refuse this species of liquidation, the bills are remorselessly allowed to go to protest.

6. They always render it necessary for the emigrant to leave the shelter of the landing depot in order to seek out the persons to whom they may have been directed and thus expose him to the risk of falling into the snares of the "runners," low tavern keepers and pimps, to his financial, as well as moral ruin.

7. They always require the passenger to have his baggage conveyed through the city at his own expense, whereby he is usually scandalously cheated by the carriers, who are well aware that he has neither the information nor the time and means to obtain legal redress.

8. They require a longer or shorter detention in New York, to the most serious disadvantage of the families so detained, who are often plunged thereby into irremediable distress.

9. They have not one recommendatory aspect, and operate in every respect against the interest of the holder, who, had he not thrown away a part or all of his money on them, would have been in a condition to avail himself of the shelter of the landing depot and to prosecute his journey without fear of loss or detention.

The commissioners of emigration of the State of New York, thus continue the above mentioned consulates in their notification, have, in consequence of an act of the State legislature, dated April 18, 1855, fixed upon Castle Garden as the only landing place for all the emigrants disembarking at the port of New York, and, as they have at the said landing place organized a system for the transportation of persons and baggage to the interior, which is carried on by the chief railroad companies under the superintendence of the commissioners of emigration, the before mentioned landing depot now offers all requisite material for the most complete protection of the emigrant from all such rascalities as those to which the newly arrived were formerly exposed at the hands of self interested and unscrupulous men. Persons who desire to continue their journey to places in the interior of the United States or Canada, will find at the landing depot ample facilities for the procurement of tickets for the transportation of persons and baggage, as well as the means of cashing their drafts upon New York commercial houses. Hence, the emigrants are enabled, under the protection of Castle Garden, to take all measures for the further prosecution of their journey from the port of New York to their place of destination, without being obliged to expose themselves in the great city to the dangers which menace the unsuspecting and uninformed emigrants at the hands of the runners, &c.

In view of the above ruinous aspects of the contract or "booking" system in Europe, the commissioners of emigration have determined to make repeated representations to those governments from whose territory emigrants usually come, and to invite their attention to the protection that must arise to the emigrant from the absolute official prohibition of this "booking" system where such has hitherto been allowed or suffered to exist. The consuls, with a view to aid the commissioners of emigration in their humane endeavors, do openly and expressly testify to the dangers connected with the system of "booking" in Europe, as also to the complete protection with which Castle Garden surrounds the emigrant, who is not obliged by previous contract to leave the landing depot, in order, in the city of New York, to effect the fulfilment of such contract.

The royal commissioners of emigration of Great Britain have been compelled to issue a similar warning. These commissioners, in their views, arrive at a similar conclusion to those of the above named European consulates. They say that the so-called inland passage tickets are either too dear, or addressed to false firms; or that they are rejected by those firms to whom they are addressed; or that they are insufficient, require a further payment at the port of debarkation; or, finally, that they are made out in a manner calculated to deceive.

The royal commissioners also advise the emigrant, most earnestly, to purchase no tickets of this description in Europe, and not to allow himself to be provided for by the agents, but to defer his preparations for the continuance of his journey until he shall have arrived at the port of debarkation. In New York, the emigrant would do best in betaking himself to Castle Garden, where he will be provided with every possible facility for the prosecution of his journey, the procurement of drafts, &c.

Finally, as it appears from the note of his excellency the minister resident, dated the 10th instant, the diplomatic corps at Berlin, during the sojourn there of Mr. Murray, special envoy of the United States government, agreed together that addresses should be sent to their respective governments, so as, in future, to make head against the really gigantic swindling operations which are carried on by means of the said passage tickets.

Our views with regard to the matter of emigration are sufficiently well known to you, faithful and beloved confederates, from former occasions. You are aware that such matters of direction in daily life do not, in the first degree of authority, concern the federal executive, according to our opinion, at all; but that it rather belongs to the cantons to lay hold thereof for their management and supervision. We make haste, however, to acquaint you with the above interesting communications, since they, undoubtedly, contain amply sufficient material for a sober estimate of the question. It is, indeed, possible that the Swiss emigration agents themselves were not duly informed of these shameful abuses, of which we have just been treating, and, hence, that the reproach of intentional roguery does not apply to them. But, after such weighty appeals, after such important testimony, the question must seriously arise, whether positive prohibitions should not be had and the emigrant be thereby, so far as possible, shielded from harm.

As the government of the United States pursues this subject with great earnestness, and is very anxious to learn what measures have been adopted by the European governments to remedy the evil, we would request that you would have the kindness to indicate what directions on this subject have been given by you in the interest of your own emigrant citizens.

Meanwhile, we avail ourselves of this occasion to commend you, faithful and beloved confederates, with ourselves, to the keeping and protection of the Almighty.

In the name of the Swiss federal council,

C. FORNEROD,
The Federal President.

SCHIESS,
The Chancellor of the Confederation.

[Translation.]

Second Warning of the American Legation to emigrants.

Those classes of persons who annually make twelve millions of francs from emigrants by means of "booking" in Europe, and false information, have, in rejoinder to the warning not to make contracts in Europe, brought forward certain charges against the Castle Garden landing place, at New York.

As these charges are craftily presented, in such a shape as is calculated to deceive the unobservant, certain respectable emigrant officers in Switzerland have allowed themselves to be so misled as to continue the sale of inland passage tickets, and one or two uninformed newspapers have disseminated the calumnies against Castle Garden.

The American legation in Switzerland, therefore, informs emigrants and others, especially, that the charges aforesaid have been much the subject of a legal investigation by the grand jury of New York, whose decision, dated 9th September, 1856, contains, among others, the two following paragraphs:

[Translation.]

If, then, any journal or emigrant bureau in Switzerland believes that it can honestly advise the emigrant to contract in Europe and not to land at Castle Garden, the American legation offers to place it in possession of proofs to the contrary which will be sufficient to convince any reasonable person.

The legation of the United States of North America in Switzerland therefore earnestly repeats its recommendation to emigrants in no case to make contracts in Europe or on board ship, and to land at no other place than Castle Garden.

BERNE, *July* 17, 1857.

[Translation.]

SWISS LAWS RELATIVE TO EMIGRATION.

IX. WALLIS.—DECREE RELATIVE TO EMIGRATION.

The state council of the canton of Wallis, desiring to caution all citizens who are intending to emigrate against rash resolves, and to insure the fulfillment of promises made by emigrant agencies,

Decrees.

ART. I. No emigrant agency shall be established in the canton of Wallis without the permission of the state council.

ART. II. This permission shall be granted only upon the presentation of the following documents:

a. Agreements concluded in due form with foreign states, whereby the agencies shall be empowered to legally bind those states, and the position of the emigrant, as assured to him, be distinctly designated.

b. An agreement concluded with the future settlers respecting the stipulations and conditions of the journey.

In order to guarantee their engagements contracted with the emigrants, the said agencies are, moreover, required to deposit the sum of ten thousand francs; which, in case the number of emigrants should exceed one hundred, shall be increased one hundred francs for each adult above the said number.

ART. III. Those emigrants who can produce no agreement with authorized agencies, shall be required to show that they are in the possession of:

a. A sum of 1,200 francs for a family; or

b. A sum of 800 francs for each grown person without a family.

ART. IV. The emigration of such persons as do not possess all of the means and information necessary for their support, and who might, therefore, be exposed to distress, and be sent back home, is unconditionally prohibited.

ART. V. Agencies disobeying the 1st article will incur a fine of 80 francs for each emigrant. Upon a repetition of the offence this fine will be doubled.

Given in state council, at Sitten, September 20, 1856, to take effect from the day of publication.

In the absence of the president,

AL. ALLET,

Vice President of the State Council.

DR. B. BONVIN,

Assistant State Secretary.

X. LUZERNE.

Luzerne has, in relation to the well known Rufli affair, issued the following

Decree respecting the negotiation of emigration contracts.

We, the chief magistrate and government council of the canton of Luzerne, since it has come to our knowledge that several citizens of this canton who had intended to emigrate to America, and who, with that object, had concluded passage contracts with Joseph Rufli, of Siffeln, in the canton Argau, or his agents, could get no one in Havre to ship them or forward them on their journey, do decree:

That Joseph Rufli and his agents are, once for all, forbidden to conclude any passage or forwarding contract with citizens of the canton Luzerne who may have the intention of emigrating.

2. Should there still be found in some of the communes persons who have concluded such contracts with Rufli, or his agents, but have not yet started, or have not yet left Switzerland, the communal councils

are directed to see that their departure be delayed, or that, on arriving, they be sent back to their homes.

3. Whoever may in future desire to conclude passage or transportation contracts with citizens of the canton Luzerne, must procure the consent of the government, and offer to the same such safe, real or personal security for the punctual fulfillment of the contract as, according to the circumstances, it may determine.

Any infringement of this decree will be punished according to article 28 of the police law.

4. The present ordinance will be published in the newspaper of the canton, for the information and obedience of all whom it may concern.

[Signatures.]

LUZERNE, April 12, 1854.

[Translation from the "Feuille Fédérale Suisse."]

Recapitulation of the transatlantic emigration, from Swiss sources, in 1856, according to the registers of the Swiss consul at Havre.

Cantons.	1st six months.	2d six months.	Total of the year.	For 1,000 of the population.
1. Berne -----	454	176	630	1.4
2. Grisons -----	306	43	349	3.9
3. Aargau -----	140	107	247	1.2
4. Zurich -----	182	48	230	0.9
5. Ticino -----	133	48	181	1.5
6. Soleure -----	122	19	141	2.0
7. St. Gall. -----	119	22	141	0.8
8. Schaffhausen -----	51	40	91	2.6
9. Glaris -----	61	2	63	2.1
10. Basle -----	37	18	55	0.7
11. Valais -----	41	3	44	0.5
12. Luzerne -----	28	8	36	0.3
13. Thurgau -----	21	12	33	0.4
14. Vaud -----	20	9	29	0.1
15. Uri -----	6	16	22	1.5
16. Neuchâtel -----	11	7	18	0.2
Other cantons -----	24	33	57	-----
Total -----	1,756	611	2,367	-----

Observations relative maxima.

GRISONS.—About 4 per cent. of her population.

SCHAFFHAUSEN.—More than $2\frac{1}{2}$ in every 1,000 inhabitants.

GLARIS.—More than 2 in every 1,000 inhabitants.

SOLEURE.—About 2 in every 1,000 inhabitants.

With a view, as much as possible, to put emigrants on their guard against the chance of imposition, the federal council has addressed the following circular to the cantonal authorities :

Title, &c.

"We have had repeated occasion to call the attention of Swiss emigrants, either through the organs of the cantonal governments, or through the federal paper, ('Feuille Federale,') to the most advantageous manner of effecting their journey from the port of debarkation into the interior of the United States; and, especially, to put them on their guard against the purchase in Europe of tickets for the railroads and steamboats in America.—(Circular of August 18, 1852, and the 'Feuille Federale,' year 1852, 3d vol., 108 No.; and 1853, 2d vol., 876; and 1854, 1st vol., 621.)

"These warnings, emanating principally from the Swiss consuls at New York and Havre, have been followed up by one from the legation of the United States of America, to the effect that the runners, whose object is to swindle the emigrants upon their arrival at New York, have, since the establishment at Castle Garden has rendered their sale of passage tickets impossible in that direction, have redoubled their efforts to dispose of these tickets in some manner, no matter how, in the ports of embarkation, or even in the native countries of the emigrants. This kind of speculation being more easy of exercise in places where the system is not known, the free cities of Hamburg and Bremen have already, as we understand, prohibited the sale of American passage tickets on their territory.

"Attention is drawn chiefly to the fact, that the said tickets have no value, or are too dear, or that they turn the bearer aside from the object of his journey, or do not conduct him thither by the shortest way.

"In bringing to your notice this warning of the legation of the United States, in reference to the agents who, in Europe, insure to emigrants the journey into the interior of the country beyond the sea, we take the liberty to recall to you our circular of February 19, 1855; Feuille Fédérale, of the same year, 1, 151, concerning the impropriety there is in causing persons to depart who, destitute of means, afflicted with physical or intellectual infirmities, are not in a condition to support themselves honorably in a distant and strange country; and so that, in this respect, the claims of humanity and the honor of the nation shall not be overlooked."

From the "Journal de Geneve," August 12, 1857.

[Translation.]

The federal council has called the attention of the cantonal authorities to the dangers to which Swiss emigrants to the States of North America expose themselves by purchasing in Europe certain passage tickets, called tickets for the interior and the canals, and intended for the transportation of the said emigrants into the interior of those States, when once disembarked.

It has been ascertained that the passengers disembarked at the port of New York alone have lost, in the lapse of one year, the sum of twelve millions of francs.

The contracts for journeys into the interior are too high, in the 1st place.

2d. They are very often addressed to fictitious houses in New York, or, if addressed to houses really existing, they are very frequently rejected as having been issued by unauthorized persons.

3d. They are, in most cases, incomplete and conditioned in such manner as to absorb the resources of the emigrant, uselessly, &c.

Commissioners of emigration have been established at New York, in order to give the emigrants proper directions for their journey to the interior and shield them from the impositions which reduce them to the most forlorn condition. These commissioners have designated Castle Garden as the sole place of debarkation and have organized a system of transportation for passengers and baggage.

It is, therefore, particularly recommended to persons who propose to emigrate to North America to make no agreement in Europe for their transportation to the interior of the United States after their disembarkation, and to consult a circular which has been deposited in each prefecture by the federal council, with this same intent.

[Translation.]

Extract from the Deliberations of the Federal Council.

MARCH 2, 1857.

The Swiss consul at Havre has transmitted to the federal council a list of the Swiss emigrating to America, who embarked at that port, to the number of 611. They are thus distributed :

No.				Canton.
48	emigrants from	-	-	Zurich.
176	do.	-	-	Berne.
8	do.	-	-	Luzerne.
16	do.	-	-	Uri.
5	do.	-	-	Shuыз.
12	do.	-	-	Unterwalden.
2	do.	-	-	Glarus.
2	do.	-	-	Zug.
10	do.	-	-	Freyburg.
19	do.	-	-	Soleure.
18	do.	-	-	Basle.
40	do.	-	-	Schaffhausen.
3	do.	-	-	Appenzell.
22	do.	-	-	St. Gall.
43	do.	-	-	Grisons.
107	do.	-	-	Aargau.
12	do.	-	-	Thurgau.
48	do.	-	-	Tessin.
9	do.	-	-	Vaud.
3	do.	-	-	Valais.
7	do.	-	-	Neuchatel.
1	do.	-	-	Geneva.

According to the preceding list, the emigration to *America* has considerably diminished in numbers during the last six months, as the number of Swiss who embarked at Havre for America in the first six months of 1856 reached the cipher of 1756.—(See the “*Feuille Fédérale*, 1856, vol. ii., No. 44, page 338.)

Mr. Mason to Mr. Cass.

No. 254.]

LEGATION OF THE UNITED STATES,
Paris, August 15, 1857.

SIR: In the month of March I received from the State Department a circular instruction, signed by Mr. Marcy, on the subject of immigration into the United States. It is numbered 17, and dated January 31, 1857.

As such agencies, in France, as appeared to be the source of the evil complained of are licensed by the government, I postponed addressing the minister of foreign affairs until the day after the election of members of the corps législatif.

On the 23d day of June, 1857, I addressed to Count Walewski my note of that date, of which I enclose a copy. Under date of the 6th day of July I received his reply, of which I enclose also a copy.

I have not heard the result of his reference to the minister of the interior. It was not my intention to have communicated the papers now sent until I received further information, but so much time has elapsed that I consider it to be my duty to delay no longer.

The subject involved is one of very delicate importance, and I will be gratified to be informed whether, in regard to it, I am executing the wishes of the President. If there is to be any modification of the instructions contained in the circular No. 17, it is very desirable that it should be made known with as little delay as possible.

I have reason to believe that the circular instruction has been acted on in several of the European states, and I apprehend, from statements made verbally at this legation by Mr. Leopold Lorenz, who, I presume, is endeavoring to establish agencies for the issue of tickets in Europe for inland transportation in the United States, that the purport of the instruction No. 17 has not received the consideration of yourself or of the President. If in this I am in error, I will hope to hear from you. The consequences must be such, if this apprehension be well founded, that I feel justified in alluding to the fact of Mr. Lorenz's business in Europe, according to his own representation.

I am, very respectfully, your obedient servant,

J. Y. MASON.

Hon. LEWIS CASS,
Secretary of State.

UNITED STATES LEGATION,
Paris, June 23, 1857.

The undersigned, envoy extraordinary and minister plenipotentiary of the United States of America, has the honor to call the attention of his excellency Count Walewski, minister of foreign affairs of his Majesty the Emperor of France, to an abuse existing in France and other European countries: the sources of emigration to America. While this process of emigration from the Old to the New World forms a crisis in human history and represents one of the most important interests of modern times, this vast exodus from the over-populated districts of the Old Continent to the unsettled lands of the New, involving the most weighty questions of pauperism, of capital and labor, of human happiness and comfort, has received from governments only partial attention, and has never become the subject of legislative or treaty stipulations tending to establish one general system for the promotion of the mutual interest of the emigrant himself, the country from which he issues, and that to which he goes. But the subject has received the most minute and matured attention from one class of persons, to wit: those who have perfected an organization of fraud, by which the emigrant is cheated and robbed from the moment of his departure from his native village, in Europe, until the day he is set down, hundreds of miles from the sea, in America, most probably far from the place of his intended destination, ignorant of the country and its language, without a friend or guide, often with exhausted means, and reduced to dangerous poverty amongst strangers. This enormous conspiracy against a helpless class is carried out by agents and officers established throughout Europe and America for the purpose of profiting of the ignorance of the emigrants by all forms of imposition. Confiding in the representations of those who pretend to know, the emigrant has been despoiled in a cruel manner and to an enormous amount.

The interests of this helpless class have been recently much protected by the benevolent exertion of American authorities and humane individuals. The poor stranger, on arriving at New York, was surrounded by designing persons, who detained him at boarding houses of bad reputation, at exorbitant prices, led him into intemperance and crime, and finally stripped him of his money by selling him tickets for inland transportation at false prices.

The legislature of the State of New York, and, also, the federal government of the United States, have marked these proceedings with displeasure, and benevolent individuals have illustrated the Christian virtue of charity by devoting themselves to the investigation and removal of these monstrous abuses as they have existed in America.

The undersigned asks the particular attention of his excellency to the accompanying documents, and particularly to that one marked No. 4; by which it will be seen that, as far as the federal government and the city of New York are concerned, a plan to rescue the emigrant from his enemies has been carried out with a success worthy a Christian country. But the influence of the American government and philanthropists has not been extended beyond their own frontier.

The government of the United States has determined to appeal to the governments of Europe and invoke their aid in terminating a system of fraud believed to be carried on in various countries of Europe; and the undersigned has received instructions to ask the co-operation of the Emperor's government in uprooting the abuse, so far as it may exist in France. Its nature and origin are as follows:

The swindlers, who have found their artifices defeated in America by the proceedings of the American authorities, have transferred the seat of their operations to Europe; not only to the seaports, but to interior towns and villages; and these agencies have not only renewed but increased the evils checked at New York. Tickets for inland American transportation are sold at grossly overcharged prices. Sometimes the tickets are altogether fraudulent. The victim of these depredations receives false information, by which he is led into the hands of confederates in New York, where his ruin is completed. Sometimes they are sold at a reasonable price; but the emigrant, ignorant of the geography of the country, is not aware that those tickets will not serve to conduct him to the place to which he would go.

These deplorable evils mostly proceed from a single cause, which may be promptly and easily remedied by European governments withdrawing the privilege of booking passengers for distant inland points in the United States; that is, every European emigrant agent should be forbidden to sell in Europe any ticket, or to make any contract for inland American carriage or transportation.

The undersigned has, therefore, the honor, in the name of his government, to invoke the earnest attention of the Emperor's government to this point, and to express the hope that measures will be immediately taken to suppress legally a practice followed by such deplorable consequences.

The undersigned is far from intending to stigmatize every emigration agent in France, or in Europe, as a swindler, or to intimate that the same practices are carried on consciously by all. But he believes that the correction of the abuse can only be fully attained by the complete abolition of the entire system. The honest agent is himself sometimes deceived. It is not possible for him personally to investigate all the ramifications of such a colossal conspiracy, offering temptations and facilities for the most cruel deceptions. Not only are honest agents, but even governments misled; for dishonest as well as honest agents procure licenses from governments, thus carrying on their stratagems in some degree under an official character. It is particularly this fact which must, in the opinion of the Emperor's government, give to the subject a double gravity.

Several European governments have already forbidden this criminal practice. Hamburg and Bremen, Belgium, Prussia, and Switzerland, the undersigned is informed, have done so; and on this account, undoubtedly, the emigrants in future will leave their fatherland from the ports of those countries which thus protect them from fraud.

The undersigned believes that, apart from considerations of justice and benevolence, very important French interests are involved in this question. The statistical tables, carefully prepared, to be found in the documents which accompany this note, show that the great tide of emigration to America is supplied from Germany. In the year 1856

seventeen thousand and ninety-one emigrants sailed from the French port of Havre for New York. Not ten per cent. of this number were French in their origin. The profits of passenger money, and other legitimate incidental expenditures, of course accrued to the benefit of French vessels and French trade in various departments of business. If other governments, whose ports are convenient, shall adopt measures to protect the emigrants from fraud and imposition, and France shall not view the evil in the same light and apply the corrective, there can be no doubt that emigrants will cease to come to her seaports, and use her vessels to freight them to their new home.

The undersigned knows too well the human spirit of justice which influences the Emperor's government to doubt that the crying evil which exists, and which he has endeavored to explain, will be suppressed within French jurisdiction.

The undersigned avails himself of the occasion to renew to his excellency Count Walewski assurances of his high consideration.

J. Y. MASON.

[Translation.]

PARIS, *July 6, 1857.*

SIR: I have received the communication which you did me the honor to address to me on the 23d of June last, as well as the documents annexed thereto, and I shall make the minister of the interior acquainted with the wish which you therein express relative to inderdicting in France the sale to emigrants who are proceeding to America of tickets entitling them to be conveyed from the port of arrival to some other part of the United States.

Already, in the month of December last, in view of the abuses which had been pointed out, Monsieur Billault had considered it necessary to forbid the sale of tickets entitling the holder to a passage from France to California. I therefore suppose, sir, that after the facts which you have represented to me, that minister will be disposed to take into consideration the request which you have made. I shall, moreover, take pains to make his determination known to you as soon as I shall myself be informed of it.

Accept the assurances of high consideration with which I have the honor to be, sir, your very humble and very obedient servant,

A. WALEWSKI.

Mr. JOHN Y. MASON,

Minister of the United States at Paris.

Mr. Cass to Mr. Fay.

No. 49.]

DEPARTMENT OF STATE,
Washington, September 19, 1857.

SIR: I transmit, for your information, a copy of a letter dated the 3d instant, from G. C. Verplanck, esq., commissioner of emigration at New York, in reply to a communication addressed to him by this department asking for information to enable you to repel the charges

brought against the Castle Garden landing place for emigrants by "Der Colonist." The enclosures referred to in Mr. Verplanck's letter have already been forwarded.

I am, sir, your obedient servant,
THEODORE S. FAY, Esq., &c., &c.,
Berne.

LEWIS CASS.

OFFICE OF THE COMMISSIONERS OF EMIGRATION,
New York, September 3, 1857.

SIR: I have the honor to acknowledge your letter of the 3d August last, informing the commissioners of emigration of the State of New York that Mr. Fay, the minister of the United States in Switzerland, has requested to be furnished with a full and satisfactory reply to certain charges made against this commission, and published in "Der Colonist," a German journal published in Switzerland.

Immediate attention was given to the subject, but some accidental circumstances, which I regret, have delayed the transmission of the information requested until now.

The article in "Der Colonist" is merely a reproduction of charges often brought against the administration of this commission by a paper in the German language printed here, the "New York Criminal Zeitung," which is supported by the runners and brokers, whose operations are checked by the beneficial protection rendered by the Castle Garden emigrant depot to emigrants from Europe. Its accusations rarely attract any attention here, but they are reiterated for effect abroad among uninformed persons intending to emigrate hither.

The charges made in this specific article, so far as they have any foundation whatever, are gross distortions and exaggerations of a report made to the German Society of this city.

I have the authority of the president of the German Society to say, that "that report was made for the purpose of assisting the president of the society (who is also *ex officio* a commissioner of emigration,) in pointing out what there (more than a year ago) remained to be done to perfect the operation of the Castle Garden depot and emigrant landing place; that it dwelt largely upon the actual benefits of the establishment then already realized, and pointed out certain difficulties to be removed. The alleged contents of the report," says the president of that society, "as published in 'Der Colonist,' are pure fiction, made up to suit the purpose of the runners, so as to indorse their abuse with so respectable an authority."

I am happy further to state, that the very defects there mentioned have been thoroughly remedied, by the enlargement of the wharf, the erection of buildings for the protection of the baggage, &c., and the perfection of the whole organization. To all this the president of the German Society (Mr. Garrigue) not only bears cheerful attestation, but was himself, as a commissioner and one of the committee, specially charged with this department of the emigrant concerns, a most efficient contributor.

Whilst, however, the improvements which have been made since the date of this report add so much to the present value of the estab-

ment, and remove the few defects then pointed out, the commissioners have a full vindication of the charges then and since made, in the report and presentment of the grand jury of the city and county of New York, made in September, 1856, on a thorough personal examination of the depot itself and its operations. The grand jury dismissing the charges made against the persons employed there as unfounded and malicious, add that, "Having become satisfied that the latter, in all its operations, is a blessing not only to the emigrants, but to the community at large, would feel remiss in the performance of a sacred duty if they failed to recommend this important philanthropic establishment to the fostering care of the municipal authorities, and they have dismissed the complaints preferred against certain employes of Castle Garden, satisfied that they are not sustained by law, and have their origin in a design to disturb, rather than to further, the good work for which the establishment has been called into life by an act of legislature of April, 1855."

Mr. Fay has already been furnished with a copy of that paper; but another copy, with the annual report of the commissioners, is herewith communicated.

Desirous that Mr. Fay should be furnished with the fullest materials for reply to such charges, if he should deem it expedient to use them, I referred the subject to the superintendent of Castle Garden, to report to me thereon, as president of the board.

I have now the honor to communicate his reply, showing, from his own daily and personal experience, the falsity of the charges made in *Der Colonist*.

I have only to add to the paper itself, that the office of superintendent of Castle Garden being one of great importance and much trust, the board selected for it one of their former colleagues in the commission—a gentleman of ability, and who has received many honorable marks of public confidence.

His report has the sanction of the commissioners, and is approved especially by the permanent committee who have the supervision of the Castle Garden establishment. This is composed of one member of the commission appointed by the governor and senate of the State, and the presidents of the German and the Irish Emigrant Society, who are chosen by their respective societies, and are *ex officio* members of this commission.

I beg leave, on behalf of this board, to express our deep sense of the value, zeal, and efficiency of Mr. Fay's services to the interests entrusted to our care.

I am, with great respect, your obedient servant,

G. C. VERPLANCK,

*President of the Commissioners of Emigration
Of the State of New York.*

Hon. LEWIS CASS,
Secretary of State.

Mr. Cass to Mr. Mason.

No. 128.]

DEPARTMENT OF STATE,
Washington, 29th September, 1857.

SIR: Your despatches to No. 261, inclusive, have been received. With reference to the subject of No. 254, I have to state that Mr. Leopold Lorenz had no authority to represent or insinuate that the circular No. 17 had not received my consideration or that of the President, or that we do not concur therein. On the contrary, being sure that gross frauds upon intending emigrants had habitually been practiced in Europe, we could not fail to concur in any proper measures for their suppression. Such seem to be those suggested in the letters of Mr. Verplanck to Mr. Marcy, copies of which accompanied the circular referred to. It was expected, however, that any officer of this government to whom it was addressed would be careful not to give offence to a foreign government by leading it to suppose that we wished officially to interfere with existing law or regulation abroad sanctioning agencies for the sale of tickets to emigrants. It was presumed that if the abuses complained of were unofficially brought to the notice of the foreign government, it would at once see the expediency of adopting proper steps towards putting a stop to them.

I am, sir, respectfully, your obedient servant,

LEWIS CASS.

JOHN Y. MASON, Esq., &c., &c., &c.

Mr. Fay to Mr. Cass.

[Extract.]

No. 258.]

UNITED STATES LEGATION,
Berne, 10th October, 1857.

SIR: * * * * With regard to your No. 49, I have examined Mr. Verplanck's letter to you of the 3d September, as well as the enclosures therein referred to, which had come to hand a few days previously. The charges against Castle Garden had been already replied to in my note to the federal council of 7th July, accompanying my despatch No. 248. Upon proper analysis those charges appear to fall by their own weight, and they almost entirely disappear beside the proof which had already come into my possession. The federal government, the cantonal governments and the country are satisfied. The "Colonist's" mouth is closed, and I shall endeavor to keep it so. Still, much remains to be done. The twenty-two cantons ought to pass a law prohibiting the sale of inland tickets in Switzerland. Some effort will be necessary in order to bring about this change of legislation.

Neither will it be sufficient to cut the evil out of Switzerland if it be left untouched in the neighboring countries. The subject is very interesting. I will give it my most careful attention, and consider what measures ought to be yet taken.

Not only must a new legislation be procured from the governments, but a watch must be kept upon the emigration bureau. The public press must be interested; and, in those districts from which emigration principally flows, printed warnings to the emigrant must be published and freely circulated, explaining why "booking" in Europe is ruinous; why Castle Garden may be trusted as the best and only landing place; and what the origin is of contrary representations. Any newspaper giving place to these calumnies must be made to print the warnings as advertisements, and forced to silence if it persevere. Our consuls in the chief seaports of embarkation might be instructed to ascertain from emigrants whether they have inland tickets, and from what bureau. Upon a report of their names they might be here effectually dealt with.

Another official reply to the charges in a newspaper of so suspicious a character as the "Kolonist" would give them too much importance. I shall, therefore, embody the new points in the letter of Mr. Verplanck of September 3, and in the report of Mr. Kennedy of August 18, in a new earnest note to the federal council, framed to meet every objection circulated by the swindlers, and accompanied by proof unanswerable. I will request a publication of this in the official gazette, and in the chief cantonal newspapers, and I will take proper measures to get this information in among the peasants and other people who emigrate. By means of the members of the diplomatic corps here, I will extend the circulation of this intelligence into other countries, so that we may reasonably hope to bring the next year's emigration into the right channel. * * * * *

I have the honor to be, sir, with the highest consideration, your obedient servant,

THEO. S. FAY.

Hon. LEWIS CASS, &c., &c., &c.

Mr. Fay to Mr Cass.

[Extract.]

No. 263.]

UNITED STATES LEGATION,
Berne, November 23, 1857.

* * * * *

Upon the subject of emigration I have nothing more official to communicate. I wish not to have the air of pressing indiscreetly for a change of cantonal legislation, particularly if I have got to ask for an alteration in the federal constitution. I annex, however, a paragraph, stating that the government of the canton of Glarus has published a law declaring any conclusion of an emigration contract without the consent of the superior authority, shall be punished by a fine of from fifty to one thousand francs.

I have the honor to be, sir, with the highest consideration, your obedient servant,

THEO. S. FAY.

Hon. LEWIS CASS,
Secretary of State of the United States of America.

[Translation.]

Glarus.—The council has issued an ordinance respecting emigrant agents. Whoever shall conclude emigration contracts, or forward emigrants, without government permission, will incur a fine of from 50 to 1,000 francs.

Mr. Fay to Mr. Cass.

[Extracts.]

No. 269.]

UNITED STATES LEGATION,
Berne, December 15, 1857.

SIR: I have the honor to enclose two notes of the federal council, covering a document which contains the information requested by my note of July 7, forwarded in my No. 248. In order to reply to my six questions, the federal council declares it had been obliged to solicit the co-operation of the cantonal authorities, which has caused an involuntary delay.

* * * * *

It appears that since 1834 the annual emigration of Swiss to the United States has averaged 6,000 or 7,000; total, 168,000.

There are 13 licensed principal emigration bureaus, of which two occupy themselves only with South America, and of which several have sub agents in different cantons.

The bureaus do not all "book" inland passengers. The traffic was confined to Berne, Basle Ville, and St. Gall. Several cantons have already forbidden it. Where there are no licensed bureaus, unlicensed agents may "book," but all such agents have discontinued that practice.

During the last three years the principal sources of emigration have been Berne and Aargan, taken absolutely; but taken in proportion to the population, the greatest numbers have gone from Soleure, Aargan, Glarus, and Schaffhausen.

Havre is the port generally preferred.

In the years 1854, 1855, 1856, the city of Basle contributed 128 persons. Inland booking has also been prohibited in that city in consequence of my last summer protestations and public warnings. It was principally carried on by the house of Steinmann-Drevet, against which I made a formal complaint.

We have not yet half accomplished our purpose. As some of the cantons have prohibited, there can be no just reason why the example should not be followed by all the others; and as one of the notes admits that all unlicensed agents have ceased to "book," the matter now depends entirely upon the cantonal authorities. I shall, therefore, inquire of the federal council a list of the cantons which have not forbidden, and in the proper time and way seek to bring them over to so obvious a duty.

I have the honor to be, sir, with the highest consideration, your obedient servant,

THEO. S. FAY.

[Translation.] •

The Federal Council to Mr. Fay.

BERNE, November 27, 1857.

In his esteemed note of the 7th of July last, his high, well-born excellency the Hon. Theodore S. Fay, minister resident of the United States of North America, near the Swiss confederation, had occasion to desire more accurate information from the federal council in regard to the following points:

1. With reference to the number of persons emigrating yearly to the United States from Switzerland.
2. With reference to the number of licensed bureaus of emigration existing in Switzerland.
3. Whether all the said bureaus do at this moment carry on the practice of "booking" in Europe
4. Whether there are not unlicensed agents who pursue their business in Switzerland.
5. From what portions of Switzerland the emigration is the strongest.
6. At what European ports the Swiss emigrants usually embark.

In order to answer these inquiries with even approximate correctness and comprehensiveness, the Swiss council was obliged to invite the co-operation of the cantons, and therefore begs that you will be kind enough to excuse the involuntary delay of its reply.

As your high, well-born excellency will have the goodness to perceive by the statements and tables hereunto annexed, and in writing, prepared by the Swiss department of the interior, the above questions may be solved in about the following manner:

Firstly. The number of persons who have emigrated annually to the United States since the year 1834 has averaged about from 6,000 to 7,000, with which estimate earlier accounts going as far back as 1851 agree.

Secondly. There exist in Switzerland thirteen head bureaus licensed for emigration. Two of them are occupied with the emigration to South America only. Several have under agents in different cantons.

Thirdly. All the bureaus do not carry on the so-called practice of "booking," or the taking charge of the emigrant into the interior of the country. It would appear that such bureaus exist at this time only in the cantons of Berne, Basle City, and, it may be also, in St. Gall; and even in these usually confining themselves to the solicitations of the emigrants themselves. Several cantons have latterly forbidden this very practice of "booking."

Fourthly. Where no licenses are required for the conduct of the business of emigration, unlicensed agents have been allowed to engage in it; for example, in the canton of Zurich. These agents, in the mean time, no longer engage in the "booking" system.

Fifthly. The emigration has been the heaviest during the last three years in the cantons of Berne and Aargau, taken absolutely, relatively, on the other hand, *i. e.*, comparing the numbers of the emigrants

with those of the population, in the cantons of Soleure, Aargau, Glarus and Schaffhausen.

Sixthly. The Swiss emigrants give Havre the preference as a place of embarkation.

While the Swiss federal council has the honor to inform his high well born excellency, the minister resident of the United States of North America, of the foregoing facts, it, also, at the same time, avails itself of this occasion to assure that esteemed personage again of its most distinguished consideration.

In the name of the Swiss federal council,

DE SURRET,
Vice President.

SCHIESS,
Chancellor of the Excl. Confederation.

Mr. THEO. S. FAY, *Minister resident of the United States
of North America near the Swiss Confederation, at Berne.*

The Federal Council to Mr. Fay.

[Translation.]

BERNE, the 7th December, 1857.

The Swiss federal council is enabled to transmit the following details supplementary to its note of the 27th ult., addressed to your high well born excellency on the subject of the emigration from Switzerland to the United States.

To the 1st inquiry. In the years 1854, 1855 and 1856, there were conveyed to America 128 persons, in all, from the canton Basle city, part of whom were citizens and part residents from other cantons.

To the 3d inquiry. No further contracts for the transportation of emigrants to the interior of America have been made in the canton of Basle city since (during) 1857.

Previously, this was done by the houses of Steinmann, Drevet, and Beck and Herzog, only; by the last firm, however, solely, in exceptional cases, and upon special request of the passengers.

The first mentioned house engaged in it only for a very short time.

While the Swiss federal council has the honor to inform your high well born excellency of the above facts, it avails itself, at the same time, of this occasion to renew to your excellency the assurances of its most distinguished consideration.

In the name of the Swiss federal council, the federal president,
C. FÖRNEROD.

The chancellor of the confederation,

SCHIESS.

His high well born Excellency THEO. S. FAY,
*Minister resident of the United States of North America
near the Swiss Confederation, at Berne.*

EMIGRANTS TO THE UNITED STATES.

Cantons.	Number of emigrants.				Licensed emigration bureaux.		Emigration bureaux that forward to the interior.	Not licensed.	Chief ports of embarkation.	Remarks.
	From the year 1854.	From the year 1855.	From the year 1856.	Total.	Number.	Names of proprietors.				
Zurich				1,517	...			3	Havre, Hamburg, and Bremen.	Five emigration bureaux; no license system.
Berne	3,469	1,032	754	5,255	6		3		Havre, Antwerp, Hamburg, Bremen, Liverpool.	Forwarded to the interior on special request of the emigrant, which seldom and of late almost never occurs.
Lucerne				(a) 393	3	A. Zwilchenbart, Steinmann, Drevet, and Beck and Herrzog, in Basle.			Havre	For 161 emigrants the year is not given. The emigrants took at least 134,000 francs with them. The forwarding, in question, to the interior is now prohibited.
Uri	20	4	17	41	...			...	do	
Schwyz	262	29	7	298	1			...	do	
Up. Unterwalden ...	111	46		157	...			...	Havre, Antwerp, and Hamburg.	
Do. lower	75	34	5	114	...			...	Havre	
Glarus				495	...			...	Havre and Bremen	Emigration will be under supervision of the State.
Zug	99	6	3	108	...			...	Unknown	
Fribourg	601	121	67	789	...			...	do	
Soleure	992	478	264	1,734	4	Steinmann, Drevet, J. F. Baumgart, J. Barbe, and N. J. Delporte.		...	Havre	The number who emigrated in 1855 and 1856, without passports, is unknown. Among the emigrants of 1854 only 478 were provided with passes.
Basle city	19	4	1	24	5	Steinmann, Drevet, Andreas Zwilchenbart, Karl Fischer at Safram, Beck and Herrzog, and T. Barbe, who also partially engage in forwarding to the interior.		...	do	Do not know the number; but few, however, who emigrated without aid and support.
Basle country	153	32	29	214	...			...	do	

Schaffhausen	240	125	75	440	6	.....	.....	.....do.....	The forwarding in question to the interior is forbidden.
Appenzell, D. R. ....	.....	.....	.....	58	.....	.....	.....	.....do.....	
Appenzell, I. R. ....	.....	.....	.....	8	.....	.....	.....	.....do.....	
St. Gall.	413	271	207	(b) 891	6	.....	?	Havre, Antwerp, German ports.	A few licensed agents may probably also undertake the transportation to the interior of the United States.
Grisons.....	528	301	396	1,225	4	Simon Benedikt, Julius Caduff, Gustav Otto, and T. M. Lenz.	.....	Havre.....	It is computed that about one-fifth embarked at Antwerp.
Aargau.....	(c)2,963	(d)1,114	(e) 553	(f)4,630	3	A. Zwilchenbart in Basle, Steinmann-Drevet in Basle and St. Gall, and Beck and Herzog in Basle.	.....	.....do.....	The forwarding in question is prohibited.
Thurgau.....	87	24	27	138	.....	.....	.....	.....do.....	In this canton there are about three unlicensed sub-agents.
Vaud.....	.....	.....	.....	(g) 149	1	Bercon, in Vevay, is occupied, however, only with emigration to South America.	.....	.....do.....	
Wallis.....	.....	94	279	373	2	Beck and Herzog, in Basle, and T. Lelong, in Paris, engaged only in the emigration to South America.	.....	.....do.....	All licenses abolished since September 12, 1857.
Neuenburg .....	.....	.....	.....	.....	.....	.....	.....	.....do.....	Emigration inconsiderable.
Geneva.....	.....	.....	.....	.....	.....	.....	.....	.....do.....	From 1854 to 1857, inclusive, only 107 persons emigrated. The number is not given for each year.
Ticino.....	.....	.....	.....	343	.....	.....	.....	.....do.....	
Total.....	.....	.....	.....	19,394	.....	.....	.....	.....
Among whom not bound for U. S. A. ....	.....	.....	.....	2,101	.....	.....	.....	.....
	.....	.....	.....	17,293	.....	.....	.....	.....

(a) Of whom thirty to South America.

(b) Chiefly to the United States of North America.

(c) Of whom 2,666 to North America, 254 to South America, 40 to Australia, and 3 to other countries.

(d) Of whom 892 to North America, 181 to South America, 25 to Australia, 3 to Algeria, and 13 to other countries.

(e) Of whom 254 to North America, 286 to South America, and 13 to Australia.

(f) Of whom 3,812 to North America.

(g) Besides these, there emigrated in the year 1855 about 25 persons to South America, (Buenos Ayres and the Argentine Republic;) and in the year 1856 likewise 40 persons.

NOTE.—In the year 1854 there emigrated to the United States 250 persons; to Brazil, 277; to America, without further particulars, 74; likewise, in 1855, 16, 102 and 3; in 1856, 10, 56.1. So that, in 1854-6, only 276 persons emigrated expressly to the United States.

